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Dear Reader,

It is with regret that we announce the discontinuance of ***The Labour Gazette*** and ***La Gazette du Travail***. Owing to budget restrictions, the magazines will not be published beyond November 1978.

Thank you very much for your readership and support.

newsline

WAGES

Male-female gap widens

Although Canada has enacted equal-pay laws in every labour relations jurisdiction, the gap between male and female earnings has not decreased and in many occupations is even increasing, according to an analysis of Canadian research on the question.

"Even the most conservative estimates indicate considerable pay discrimination against women," write Naresh C. Agarwal and Harish C. Jain, members of McMaster University's Faculty of Business, in the March-April, 1978, issue of *International Labour Review.*

They find that in all 13 Canadian jurisdictions — federal, provincial and the territories — the definitions of equal pay and equal work are narrower than the definitions in the Equal Remuneration Convention adopted by the ILO in 1951. Only in two jurisdictions — Newfoundland and Ontario — is pay defined to include wages and fringe benefits, they write. "Similarly the definition of equal work is narrower than the ILO Convention's 'work of equal value'."

The studies also suggest that pay discrimination against women is higher in non-clerical, white-collar jobs than in blue-collar ones. "Perhaps this may be explained by differences in the nature of the pay systems in the two job categories," the authors suggest. "Managements generally enjoy considerable discretion in determining the pay of their white-collar employees, whereas, owing to greater unionization, the rates for blue-collar workers tend to be standardized to a large extent."

THE ECONOMY

Textile industry

A study published by the C.D. Howe Research Institute says there is no likelihood of a major part of the Canadian textile industry becoming "internationally viable" in the sense of being able to survive without import restraints. The study also suggests that a program of phasing out the industry while protecting both workers and capital could cost less in the long run than the present system of protection.

"A phasing out program must be implemented over a period of time long enough to avoid all but the minimum dislocation and hardship, yet short enough to prevent the recruitment of new workers and the investment of new capital into activities that have no competitive future," says the 79-page study report by Caroline Pestieau, entitled *The Quebec Textile Industry in Canada.* "Such a program is not necessarily more costly in terms of national resources than the present system of protection — over the long run it is almost certainly cheaper — but it is much more visible in terms of government outlays.

The report says experience elsewhere suggests several necessary features for any successful program of "adjustment to the termination of special protection":

- The protection of workers who are genuinely immobile. "Here age is the principal criterion, plus marketable skills and geographical location. With government assistance, immobile workers could be guaranteed pre-retirement pensions equal to their expected earnings as their jobs disappear."

- For firms unable to survive without special protection, disincentives to hire mobile workers. "This implies that when attrition reduces such a firm's work force below an efficient level, the firm will have to close or shift into a different line of business."

- A "generous and effective" retraining and placement program for younger employees who lose their jobs.

- At the company level, disincentives for new firms to get into the production of articles currently subject to special import restraints, and compensation for firms that find themselves obliged to scrap machinery and equipment not fully amortized. "Firms should be able to take advantage of such compensation over a reasonably long, but pre-specified, period of time."

• Assistance to small towns dependent on textile production to attract alternative employment and municipal income. In the absence of alternatives, relocating certain government services to former textile towns might be considered.

• To ensure that consumers benefit as much as possible from ending import restrictions, "measures should be taken to increase competition at the retail level and to provide additional information on retailers' markups over import prices."

The study finds Quebec the principal beneficiary of present protective policies: "On an individual basis, textile employees in Ontario benefit to about the same extent as those in Quebec. But when we take into account the larger number of textile workers in Quebec and of consumers in Ontario, it is clear that Quebec is the principal beneficiary."

The textile industry — including textile producers and producers of related goods such as clothing and knitted goods — employs about 180,000 Canadian workers, 99,000 of them in Quebec between 1973 and 1976, and while 27 per cent of the province's manufacturing labour force worked in textile or clothing production in 1973, that percentage had dropped to 18 per cent in 1978.

"All Canadians pay a price for maintaining the textile industry by means of tariff and quota protection," the report adds. "There are efficiency costs arising from less-than-optimal use of national resources and consumer costs in the form of higher-than-necessary prices in the stores."

PRODUCTIVITY

Impact of unionization

Highly unionized companies suffer less from wage pressures than from productivity losses, according to a study of 1,200 firms conducted by the Strategic Planning Institute of Cambridge, Mass. The institute attributes the lower output to restrictive work rules at unionized firms, and the reluctance of employers to introduce technological change. However, profit declines were not common to all unionized companies. They were reportedly greatest in high-market-share firms in mature, slow-growth industries. In general, companies that were 70 per cent unionized showed profits only 3 percentage points lower than firms where less than 35 per cent of employees were unionized.

QWL improvements needed

Concern about productivity was expressed by participants in a national seminar sponsored by the Work in America Institute. However, there was no sense of crisis or failure, and no tendency to place the burden for declining productivity on workers. Instead, management's role in making better use of human resources was stressed as a key element in raising productivity and improving the quality of working life.

The May 24-26 seminar, at Harriman, N.Y., drew more than 100 people from labour, government, the media and educational and research institutes, to discuss the broad theme. "Work in America, the Decade Ahead," in plenary sessions and five workshops.

Workshop explorations of changed worker attitudes produced a consensus that while there has been a gradual decline in the work ethic, it may not be the prime cause of declining productivity. Many participants agreed with the view that improved management techniques and better supervision are needed to improve communication between management and workers, because of employees' new attitudes toward authority and their changing expectations of involvement in workplace decisions. These expectations, the workshop on quality of working life agreed, will be for more than material awards. There is a growing interest, even among blue-collar workers, in decision making, not only regarding their own jobs but also on first line management policies. However, the workshops produced little evidence that workers in the United States want co-determination in the sense of participation on boards of directors.

WORKING TIME

Flextime successful

Flextime — or personalized work schedules — has proved to be a boon to both employer and employees since it was introduced for 250 of the 350 head-office employees of Firestone in Hamilton, Ont., three years ago. A report, June 30, in the Hamilton daily, *The Spectator,* lists these results: productivity has increased by 2 to 5 per cent; days off, absenteeism and staff turnover have been reduced by an average 25 per cent; a reduction in paid overtime; and improved employee morale, motivation and relations with managers have resulted.

Another major Hamilton employer, Dofasco, also has adopted flextime with successful results, and a third, Stelco, is studying its feasibility. lg

special reports

INDUSTRIAL RELATIONS

Multipartite conference on collective bargaining in the Ontario police force

The key to a more favourable climate for police negotiations may have been found by Dr. Arjun Aggarwal, a specialist in labour law who teaches in the industrial relations program at Confederation College of Applied Arts and Technology in Thunder Bay, Ont. He brought together 75 persons representing all the parties involved in police force collective bargaining in Ontario for what is believed to be the first multipartite conference on the subject ever organized by an educational institution in Canada.

The April 30-May 1 gathering was viewed as successful by all the participants, including Solicitor-General George A. Kerr, and it is expected to be followed by similar conferences elsewhere in Ontario and in other provinces.

Aggarwal has used a similar technique to bring together parties involved in collective bargaining in other areas, including school systems, health services and the federal public service. Union and management representatives have discussed a wide range of topics under his auspices, including workers' share in productivity, strikes and lockouts, industrial health and safety and even labour affairs and the media. He admitted, however, that academics in the industrial relations field have practically neglected the police forces in planning this kind of educational process. Hence, he said, "this was the first time all the parties involved in police forces got together to discuss issues of common concern in an effort to develop better relations and to improve the collective bargaining process."

The solicitor-general headed an impressive list of expert speakers and workshop leaders, including James L.L. McIntyre, a member of the Ontario Police Arbitration Commission; Judge T.H. Graham, chairman of the Ontario Police Commission; David Spring, assistant director of legal services in the ministry of the solicitor-general; Dennis R. Latten, administrator of the Ontario Police Association; Judge J.R.H. Kirkpatrick, director of the Association of Municipal Police Governing Authorities; Wallace B. Dubinsky, a Thunder Bay labour lawyer; Gerald Martinuk, a Waterloo lawyer; Ted Johnson, administrator of the

An impressive list of speakers

Niagara Regional Police Association, and Thomas R. Keep, police chief of Thunder Bay and a director of the Ontario Association of Chiefs of Police.

The discussion, held away from the emotional confrontation of the bargaining table, was frank and constructive. This was especially so when the participants were divided into workshops to discuss the conference topics in greater detail than was possible at the plenary question periods. Each workshop, like the conference itself, was representative of the different parties, and each concentrated on a specific topic, whether collective bargaining, grievance and interest arbitrations, proposed changes in the Police Act, or joint consultation and quality of working life.

The participants, without exception, voiced opposition to a proposed change in the Police Act that would establish an independent civilian review board to hear citizens' complaints. Both Keep and Latten said the proposal would subject police officers to harassment and frivolous complaints and adversely affect their motivation for good law enforcement.

In his address, Kerr assured the conference participants that his department is re-examining the proposal as a result of representations by all their groups. "While there must be some element of citizen participation separate from police bodies, it is also essential that any system protect the individual officer, the force and the reputation of police forces generally against false and malicious complaints," the solicitor-general said. "We hope to devise a bill that will create a formal system for handling citizen complaints while protecting police forces as well. We believe that the policeman is more vulnerable than the average citizen and requires balancing protection."

George Kerr

Latten, who put forward the view of the police associations in his address, said pensions and health and safety will be important issues in future collective bargaining. "There must be something to take care of those who through no fault of their own are incapable of working the prescribed 42 years in the police force," he said. He also predicted increased use of alternative methods of reaching agreements, including mediation-arbitration and final-offer selection.

Latten also argued that the Police Arbitration Commission should have a budget for research so that it could produce documentation on arbitration awards and the reasons for them that could be used as a set of precedents. "People then would know enough not to proceed with some disputes because they would know they could not win them because of precedents already established." He also maintained that many grievances could be resolved by the parties themselves "if people would only stop talking and listen for a change."

Keep, who spoke on behalf of the Association of Chiefs of Police, said joint consultation could be most effective if it took place apart from the collective bargaining process. He agreed with several participants that it could "lay the groundwork for a better climate in which collective bargaining would take place." But he insisted it should remain the chief's prerogative "to pass judgment on all recommendations."

The conference adopted a formal recommendation favouring one government proposal for the Police Act regarding the composition of police commissions. Under it, the province and not the municipality would continue to appoint the majority of members of police commissions. The participants also want the practice of having a provincial or county court judge on police commissions continued.

While there was agreement on that question, there were differences expressed, as might be expected, on other matters, including pensions, health and safety, compensation for shift work, and manning of patrol cars by one or two police officers.

One question that evoked considerable discussion was the role of the police chief in contract negotiations, which are conducted between the local police commission and the local police association. The consensus that emerged was that the chief's role should be an advisory one.

One workshop reported that negotiations in at least one community still take place in a court room, with the police commission seated on a raised dais and before them the police negotiators standing to attention in uniform.

The workshop agreed that this "lack of equality" at the bargaining

table can result in demands that appear unreasonable.

The workshop on the quality of working life reached the consensus that there should be less emphasis on educational standards in recruiting and more on "common-sense" requirements. Workshop members complained of "deteriorating" quality of recruits and "a lessening of common sense that is coincidental with the liberalized attitudes of today's society." Another workshop favoured multi-year contracts because they would leave more time for interaction outside the adversary relationship of contract negotiations.

The collective bargaining workshop reached a consensus on several recommendations: that fines be levelled for not bargaining within stipulated time limits and for not implementing arbitration awards, and that joint consultation be encouraged among the "police family" — commissions, chiefs of police, middle management and police associations.

There was also considerable discussion of improved and safer equipment and buildings, and of the current climate of violence in society and the pressure it puts on police officers. As one speaker put it, a policeman's lot often "is not a happy one" but joint discussion of his problems could be a means of improving the quality of his unique form of working life, so different from that of people in other occupations.

The participants agreed that the Thunder Bay meeting provided an opportunity for such discussions on a province-wide basis, and that similar conferences should be held in different regions so that more people could share the experience.

The reaction of one Ontario Provincial Police constable was typical: "During my entire tenure with the OPP I have had the opportunity of attending conferences and workshops but I must confess I have never attended one where I was able to glean as much information." While not agreeing with the comments of all the speakers he "appreciated their candor and frankness in expressing their opinions."

Kerr himself said the success of the conference "will certainly contribute to the improvement of labour-management relations." And shortly after it ended, Zone 1 of the Ontario Association of Chiefs of Police passed a formal recommendation approving such conferences "providing there is full participation and a balance in representation from each of the three groups."

Aggarwal is confident the experience has "opened the door to better communication between the police forces, their administrators and the chiefs." lg

Roy LaBerge

EMPLOYMENT

Wrong prescription for Quebec's construction industry?

The following looks at Parts 2 and 3 of Prof. Gerard Hebert's study of Labour Relations in the Quebec Construction Industry prepared for the Economic Council of Canada. Part 1 of this study was discussed in the June 1978 number of The Labour Gazette.

"The many systems (to achieve job security and income guarantees in the Quebec construction industry) that have been proposed for almost 10 years now show the difficulty if not futility of the undertaking. While the goal of stabilizing employment and ensuring employees a reasonable income is accepted without dispute, the means of achieving this have received far from unanimous approval. The primary assumption underlying all the systems recommended is itself open to question; moreover, the practical difficulties of application and the economic and social implications that may result are important.

"All the promoters of the systems that have been proposed have begun with the idea of taking away the hours worked by marginal and casual workers in the industry and redistributing them to permanent workers, the true construction employees. This assumption raises philosophical and economic problems and therefore cannot be accepted without serious consideration...

"Perhaps the real error has been attempting to find a permanent solution to all aspects of all construction problems at once. To seek a panacea for such a mare's nest in an industry as diverse and extensive as construction is akin to searching for the philosopher's stone. Instead, we should attack

one problem at a time, with much caution and patience; even a partial solution could not fail to benefit everyone. On the basis of the last 10 years' experience in Quebec, a global approach does not appear to work."

In Parts 2 and 3 of his study of labour relations in the Quebec construction industry, prepared for the Economic Council of Canada, Prof. Gerard Hebert of the School of Industrial Relations, University of Montreal, concludes that the present system may not work. Based as it is on the division of the province into regions, and the division of construction workers into groups separated by the number of hours worked annually in the industry, it doesn't take sufficient account of the mobility of workers in this industry. Most important, it doesn't take sufficient account of the rights of part-time workers, who number in the thousands, and who supplement their incomes from construction.

....the present system may not work...it doesn't take sufficient account of the mobility of workers in this industry...it doesn't take sufficient account of the rights of part-time workers...nor does it take account of the law of supply and demand....

Nor does it take account of the law of supply and demand as it applies to construction workers, so that in certain circumstances the supply may not meet the demand, simply because of the regulations.

The system was first proposed by the Office de la construction du Québec (OCQ) in 1976. Prof. Hebert's description: "It would use a classification system to divide employees into three groups according to the number of hours worked during the reference period — that is, the 12 months of the calendar year preceding the date of issue or renewal of classification certificates. For the first issue of certificates, scheduled for February 1, 1977, the reference period would extend from November 1, 1975, to October 31, 1976.

"Group A would include all employees who worked 1,000 hours during the preceding year.... An employee who worked 1,500 hours over two years, including 500 or more in the second year, would also automatically obtain Certificate A....

"Employees who worked between 500 and 1,000 hours during the reference period would automatically receive Certificate B. Those who worked less than 500 hours, if they had a job and were working in construction on the date of certificate renewal, or on the date of first issue, could, upon request, obtain Certificate C. All others who worked less than 500 hours or were not working at the time of renewal or first issue would be considered as new employees and would have to meet the same conditions as those entering the industry.

"New employees other than apprentices could obtain Certificate C if the two following conditions were met simultaneously: guaranteed employment by an employer registered with the OCQ, and no employee A in the province or employee B in the region available to fill the job in question."

This bureaucratic tangle is only the beginning of the search for job security. The rest is based on the regional structure set up for the industry.

"Employment priority," Hebert writes, "would be based on this

"The principle of redistributing working hours to the advantage of permanent workers in the industry is related to old economic theories that have long been rejected"

three-tier classification and could be summarized in three rules: the holder of Certificate A enjoys job priority in his region; if there is no A employee available in a region, an employer is free to choose between an A employee from another region or B employee from his own region; and if there is no one available in these categories, the employer may choose between a B employee from another region or any other employee who holds Certificate C. Finally, if there is no one available with Certificate A, B or C, he can then obtain the issuance of a new Certificate C."

That doesn't complete the spool of red tape. There is more:

"To enforce employment priority as just described, the OCQ would require a complete, constantly updated survey of all employees working and all employees available throughout the province, grouped by trade. The regulation would require each employer to notify the Office of any hiring, firing, layoff or other separation of an employee no later than 6:00 p.m. of the working day following the event. While not required to do so, employees would be invited to notify the Office of their separation or return to the construction industry so that their availability would be known."

These proposals are now largely in place. They have, of course, led to the current dispute between Ontario and Quebec, for no part of Ontario is considered to be within a Quebec construction region.

Therefore, at least some Ontario construction workers who have been employed on jobs in Quebec may find themselves without the requisite certificates.

But the division of the construction work force into regions goes beyond that dispute, and affects the lives of workers within Quebec itself. Prof. Hebert explains:

"Free choice of employment touches upon some of the basic rights of man, such as non-discrimination and equal opportunity for all. Of course, no right is without its limits, but the reasons for imposing these limits must be serious because they restrict a fundamental right.

...the best way to stabilize employment may be to forecast demand in the construction industry

"Thus even the State should not normally prevent a worker from working for the employer of his choice, nor an employer from hiring whom he wishes. A worker expressed this principle with conviction at the time work permits were introduced: 'Must we now ask permission from the government to exercise our right to work?' "

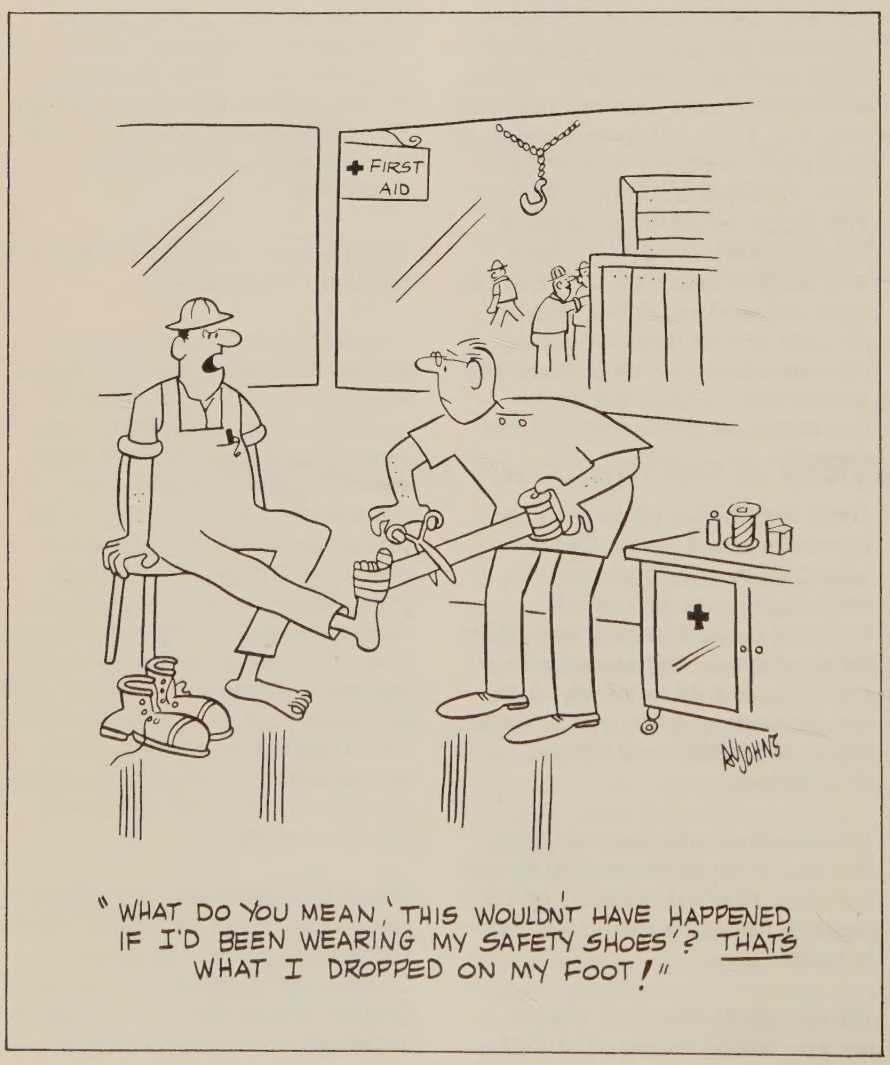
A basic flaw in the system is that it creates, in effect, a privileged class in the construction industry: those who have worked in construction a specified number of hours annually. Yet as Prof. Hebert argues:

"The principle of redistributing working hours to the advantage of permanent workers in the industry is related to old economic theories that have long been rejected. When an attempt is made to take work away from one group and give it to another, particularly when this entails delaying projects in order to conserve jobs for permanent workers during the next slow period, there is an assumption of a fixed amount of hours of labour that must be executed by someone somewhere....

"There is no guarantee that, by preventing a casual construction worker from carrying out work offered to him by an employer, these hours of labour will necessarily go to an employee seeking permanent employment. There are several reasons for this: the work itself may not be divisible to this point; it may be urgent and will therefore be performed in overtime, part of the work may be eliminated, by removing a particular ornament of construction, for example."

Another risk is the deferment of construction projects in regions where there are not enough workers of a certain trade with requisite permits. Possibly workers could then be imported from other regions, possibly not. If not, asks Prof. Hebert, "how long can work permits be refused to those (casuals) who are eager to work?"

Prof. Hebert thinks it's better to "stabilize the industry through


FIRST AID
AD JOHNS
"WHAT DO YOU MEAN, 'THIS WOULDN'T HAVE HAPPENED IF I'D BEEN WEARING MY SAFETY SHOES'? THAT'S WHAT I DROPPED ON MY FOOT!"

manipulation of demand for construction rather than a method of direct control over employment and hiring."

On the other hand, if control must be exercised over the number of construction workers, it should be exercised over the admission of apprentices "and the various facets of apprenticeship."

As an example of what can be done in the field of construction planning, he points to "the investment funds in Sweden, in which firms of all types may or must, depending on the case, place a share of their profits, tax free. These funds are then used with the authorization of the National Labour Market Commission during recession periods to create employment in the construction industry."

In his study of the practice in other countries, Hebert says "direct control of manpower was discussed by a few countries but none implemented it." A degree of income stability has been sought, instead, through "an indemnity paid during hard times," or through dependence on the unemployment insurance system.

Whether the Swedish system would be applicable to Canada is debatable, though Prof. Hebert does not discuss the point in depth. Yet he does, during the course of his study, assert that the best way to stabilize employment may be to control and forecast demand in the construction industry.

It's hard to see how that can be done in an economy as volatile as Canada's. Even government construction plans are subjsct to sudden change as the economy rises and falls, and government revenues and deficits with it. Private enterprise is of course equally subject to changing economic conditions.

But maybe it can be done. After all, we look to the Swedes to make our 30-year-olds as physically fit as their 60-year-olds. Perhaps we can also learn from them how to stabilize the construction industry by building up a construction fund in boom times, to be used in hard times. lg

Ben Malkin

INDUSTRIAL DEMOCRACY

Participatory structures viewed positively by MIT conference

The Sloan School of Management at Massachusetts Institute of Technology in Cambridge sponsored a three day seminar between July 17-20 on European models of workers' participation in management. Among the invited guests were a number of leading experts in industrial relations, the sociology of work and organizational theory.

The focus of the conference was a preliminary summary report of a five-year multi-million dollar comparative study of the effects of workers' participation on such variables as efficiency, absenteeism, work satisfaction, power distribution and social involvement. The 12 nations involved were Great Britain, West Germany, France, Holland, Belgium, Denmark, Sweden, Norway, Finland, Italy, Israel, and Yugoslavia. The study involved 8,000 respondents answering standardized survey questionnaires in 140 factories varying in size and technology. As a result of using common measurements applied to a large number of countries, the comparability of the findings are enhanced and this has made the project unique. Dr. Bernhard Wilpert of the International Institute of Management in Berlin, Professor Malcolm Warner of the Administrative Staff College in Britain and Dr. Vesna Pusic of the Department of Sociology in Ljubljana, Yugoslavia, reported on some of the preliminary research findings. It is expected that at least two volumes based on the project will be published under the tentative title "Industrial Democracy in Europe."

Any findings were complicated by the number of variables involved; nevertheless, one clear observation was that the presence of participatory structures representing workers generated the most positive results. This confirmed the theoretical and empirical evidence that the Yugoslav system of workers' self-management and the various forms of co-determination found increasingly throughout Western Europe do have a sound basis.

While an important goal of the conference was to inform North American academics about the European study, a secondary purpose was to generate interest in expanding the number of countries in the study. Proposals were thus made for possible replication studies in the United States, Canada, Greece and Japan. The advantage in pursuing such projects would be the unique opportunity to obtain reliable and consistently applied comparative measures for any country involved. It is an idea which Labour Canada should perhaps consider. In this regard, a conference inviting a number of leading Canadian academics and labour department officials along with a few of the key European researchers to discuss the feasibility of a Canadian study might be worthwhile. lg

Dr. Alan Whitehorn

INTERNATIONAL LABOUR ORGANIZATION

1978 conference: success without sorrows

International standards on labour administration and labour relations in the public service were adopted by the 1978 International Labour Conference in Geneva. Participating were some 1,700 government, employer and worker delegates and advisers from 129 countries, including Canada, though not the United States. President Carter withdrew his country from ILO membership last November, which gave the conference added significance.

The 1978 conference examined proposals for international standards on road transport and protection of dockers against accidents, and these subjects will be considered next year.

The conference adopted the report of its Committee on the Application of Conventions and Recommendations, in which general agreement was expressed on the importance of both standard-setting and the maintenance of effective supervision over universal implementation.

Some progress was made on revision of the ILO structure and the mandate of a working party was extended for another year; and the conference resisted an Arab-inspired attempt to embroil the ILO in the Middle East dispute through politicization of the Resolutions Committee.

The Canadian participants in the conference had particular views on many issues, but all were committed to making a success of the conference, thus demonstrating the utility of the ILO in the face of the problems confronting the world today and tomorrow.

In adopting a convention and a recommendation on labour administration, the conference dealt with the machinery required to enable each country to develop and apply a national labour policy, notably concerning labour legislation, employment, working and living conditions and industrial relations. Little controversy was stirred by this activity. The adoption of a convention and a recommendation concerning protection of the right to organize and procedures for determining conditions of employment in the public service was more controversial, as has been its history.

The 1949 ILO convention on the right to organize and bargain collectively did not include the public sector. The new standards apply to "all persons employed by public authorities." National legislation may apply the convention to, or exclude from it, "high-level employees whose functions are normally considered as policy-making or managerial, employees whose duties are of a highly confidential nature..., the armed forces and the police."

Where ratified, and it is hoped Canada will be among the first in line, the new convention will protect public employees against discriminatory measures based on union membership. Representatives of the public sector unions should be permitted to carry out their duties without interference. The new convention provides for free collective bargaining and affirms the right of public employees to participate in the negotiation of their conditions of employment. The convention states that public employees should have "the civil and political rights which are essential for the normal exercise of freedom of association."

The accompanying recommendation outlined provisions for union recognition, negotiation, other activities, and facilities for union representatives.

These accomplishments are in the clearly accepted area of competence of the ILO, and though they are very important, and seen so by Canada's public employees, success here was to some extent overshadowed by success in the areas used in the last few years as the battleground between the various and changing coalitions of member countries.

For the United States, last year's rejection by the conference of its committee report on the application of standards was the "last straw," and before the conference began, there were fears that the same thing would happen again, convincing the United States that the ILO was hopelessly in the grip of "double standards" and that the decision to withdraw was vindicated.

In the majority of cases reviewed, governments indicated that action would be or already had been taken to ensure fuller compliance with standard-setting conventions or with other obligations under the ILO constitution. Several governments expressed willingness to receive missions from the ILO to help them overcome "difficulties."

There was general, if somewhat hesitant, agreement on the continued importance of the need to maintain effective procedures for supervising the implementation of labour standards, and as in previous years, the committee resisted the attacks by the Soviet and other delegations and prepared a special list of countries in which governments apparently had real difficulty in discharging their obligations. Seventeen cases concerning 13 countries failing to provide reports, or answers to observations or direct requests from the ILO Committee of Experts on the application of standards were listed under this procedure. More detailed comments were made in special paragraphs concerning nine countries, chiefly involving conventions on forced labour, freedom of association and discrimination in employment. Argentina, Uruguay, Chile, Ethiopia and Indonesia were among the countries highlighted in this report.

The conference next turned its nervous attention to the remaining "political" item, the work of the Resolutions Committee.

This committee was well packed by delegates from the Arab countries, and it was not surprising that most of the time available was taken up by an anti-Israel resolution of a clearly political nature. The committee passed this, but because of a well organized lack of quorum, the conference did not adopt the draft resolution which concerned allegations of discrimination, racism and violation of trade union freedoms and rights practised by the Israeli authorities in Palestine and in occupied Arab territories. This was the first time in several years that a UN agency did not adopt a proposed anti-Israel resolution, and governments, employers and workers from many countries concerned about maintaining due process and the integrity of the ILO can take credit.

A resolution concerning youth employment was adopted. Along lines proposed by the International Confederation of Free Trade Unions, it brought great satisfaction to the CLC and other ICFTU affiliates, emphasizing the real function of the ILO and promising greater attention by our governments to the tragedy of youth unemployment.

It was fitting that the deserved defeat of a political resolution was accompanied by the triumph of a functional one, highlighting the real value of contributing fully to the only ILO we have, and one which is besieged, but far from overcome, by the enemies of universal standards, due process, and most of all, genuine freedom of association.

There is only one way to evaluate the 1978 conference, success without sorrows.

John Harker

Back issues of *The Labour Gazette*

A recent inventory shows that we have on hand — free for the asking — a limited number of copies of the following issues of *The Labour Gazette.*

1976: October.

1977: February, August, October November.

1978: April, May, June, July, August.

Anyone wishing to receive any of the above may obtain them by writing to: Editor, *The Labour Gazette,* Canada Department of Labour, Ottawa K1A 0J2.

Alcoholism and drug abuse: a labour-management breakthrough

by Bill Megalli

A dramatic reversal in Canadian labour and management attitudes toward alcoholism and drug abuse on the job has taken place in recent months. Not only are employers and unions joining hands in a massive campaign against this socio-industrial cancer, they are actually setting the example and the pace for the rest of the nation.

At the turn of this year, only a minority of companies and a handful of government departments had any significant policy on alcoholism and drug abuse. Where such policies existed, unions fearful for their image as employee protectors, were not always cooperative.

This situation has changed rapidly since then: all government departments are launching employee assistance programs centered on alcohol abuse; the Canadian Labour Congress is spreading a supportive network of early detection and treatment; and an unprecedented number of companies are considering in-house programs. Companies that do not go along with the tide will face union pressure at the bargaining table.

This wide-scale action has come as a result of alarming statistics on alcoholism and drug abuse, but it would not have been possible had it not been for practical and tested formulas that emerged through efforts by dedicated pioneers.

Much remains to be done, especially if the current uncertainties of frontline supervisors — who play the most crucial role — are to be overcome. But all parties appear to be sincere in wanting to alleviate the problem, and the battle of the bottle may prove to be a turning point in hitherto adversarial union-management relations, and indeed, in the lifestyle attitudes of many Canadians.

By conservative estimates, Ontario alone has approximately 350,000 problem drinkers, at least half of them employed. Experts generally maintain that 3 to 5 per cent of workers in industrial and commercial establishments are problem drinkers; some put this figure as high as 10 to 15 per cent.

Companies that do not go along with the tide will face union pressure at the bargaining table...

A larger percentage may already be well on the way to becoming alcoholic, however, since alcoholism is a progressive disease: once drinking reaches a certain point its progress along pre-set patterns is almost inevitable. Figure 1 shows that the per capita consumption of alcohol — an amount proven to be proportional to the number of problem drinkers in a given country — increased in Canada from 1.88 gallons in 1966 to 2.54 gallons in 1976. All indications point to a continuing acceleration of this rate, especially with the contemplated liberalization of drinking laws in some provinces and with the real cost of alcoholic beverages declining relative to the average income. One projection indicates that alcohol consumption could increase by 73 per cent over the next five years.

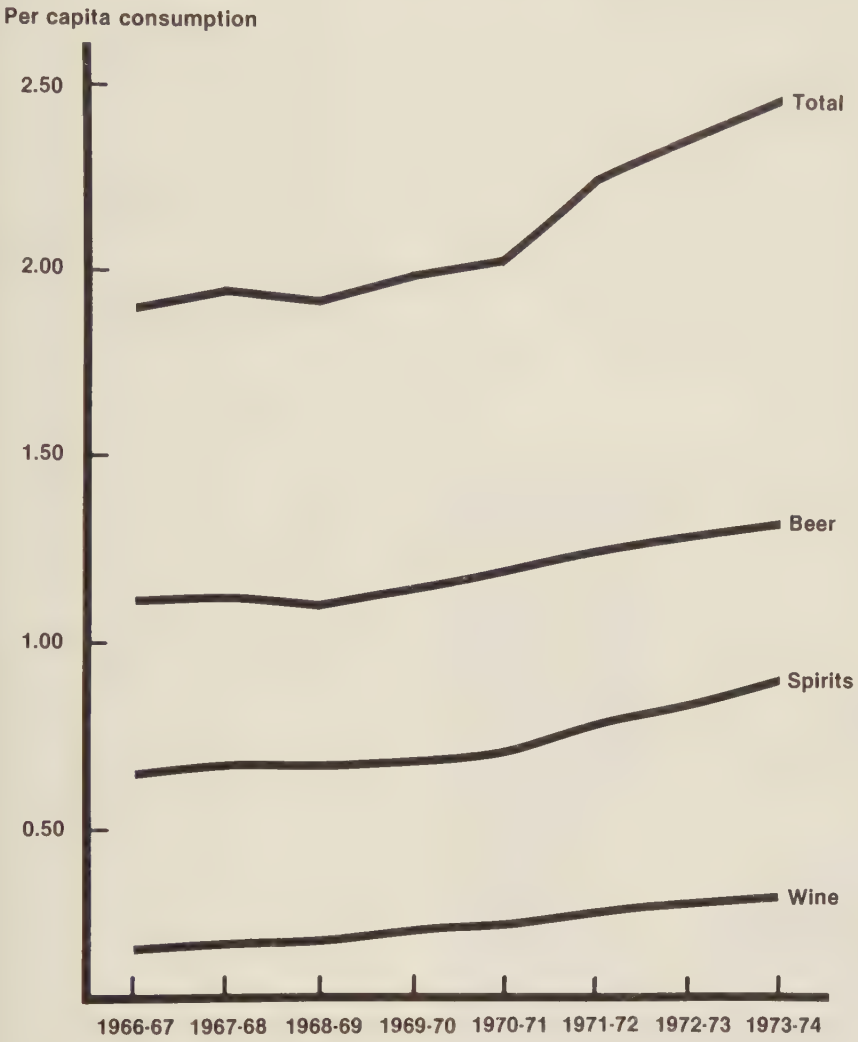
Ontario Correctional Services Minister Frank Drea, not long ago a self-professed heavy drinker himself, recently warned that further liberalization of the province's liquor laws would lead to a 10 per cent increase in the number of prisoners in its jails.

He said nine out of 10 people in jail in Ontario — about 5,400 — are there for alcohol-related offences. The consequences of alcoholism are pervasive throughout society: even the Canadian Distillers' Association is hiring a doctor to deal with it. "We have to think in terms of an epidemic," said John Caldwell, an industrial consultant who has worked for years with the Addiction Research Foundation (ARF) of Ontario. "We would certainly mobilize resources if 5 per cent of our population were suffering from the flu."

The Health Protection Branch, Health & Welfare Canada, has had this warning on record for years: "The physical, mental and social health problems associated with the use of beverage alcohol in Canada are of serious proportions and the indicators available suggest that their magnitude is growing. Problem drinkers are

FIGURE 1

Per capita consumption (gallons of absolute alcohol) based on population 15 years of age and over for fiscal years 1966-67 to 1973-74



Source: *Alcohol Problems in Canada*, Health and Welfare Canada

distributed through all occupational groups — professional and non-professional.... It is obvious that Canada requires coordinated mobilization of resources at the national, provincial and local levels in order to prevent or reduce the costly burden on our economy."

Figure 2 shows the consecutive stages that trigger one another in the course of alcoholism but that can be reversed by intervention. The earlier the intervention the better the chances of full recovery and, conversely, the more the delay the more complicated and costly treatment becomes and the higher the probability of relapse. One of the most indicative danger points is the "memory blackout": consciousness is not lost but the drinker cannot remember what transpired the night before after a heavy bout of drinking.

One stage leads to another until the drinker is caught in a vicious circle of financial, family and work problems. Usually he drinks more to forget these. He then suffers from hangovers and morning shakes, which he finds he can sooth by a drink in the morning and another at lunch time. From this point rapid deterioration follows.

...the battle of the bottle may prove to be a turning point in hitherto adversarial union-management relations...

From the point of social drinking to the point of problem drinking could represent an average of 12 years per worker in industry, estimates Dr. Ronald Laing, who is well known across Canada for his contributions on the subject. "If you drink regularly over a sufficient span of time you will become an alcoholic, unless you are that one in a thousand," Dr. Laing said. Lt. Col. John Harding, administrator of the drug and alcohol program at the Department of National Defence (DND) admits: "the majority of us — including myself— are prone to becoming alcoholic through social drinking."

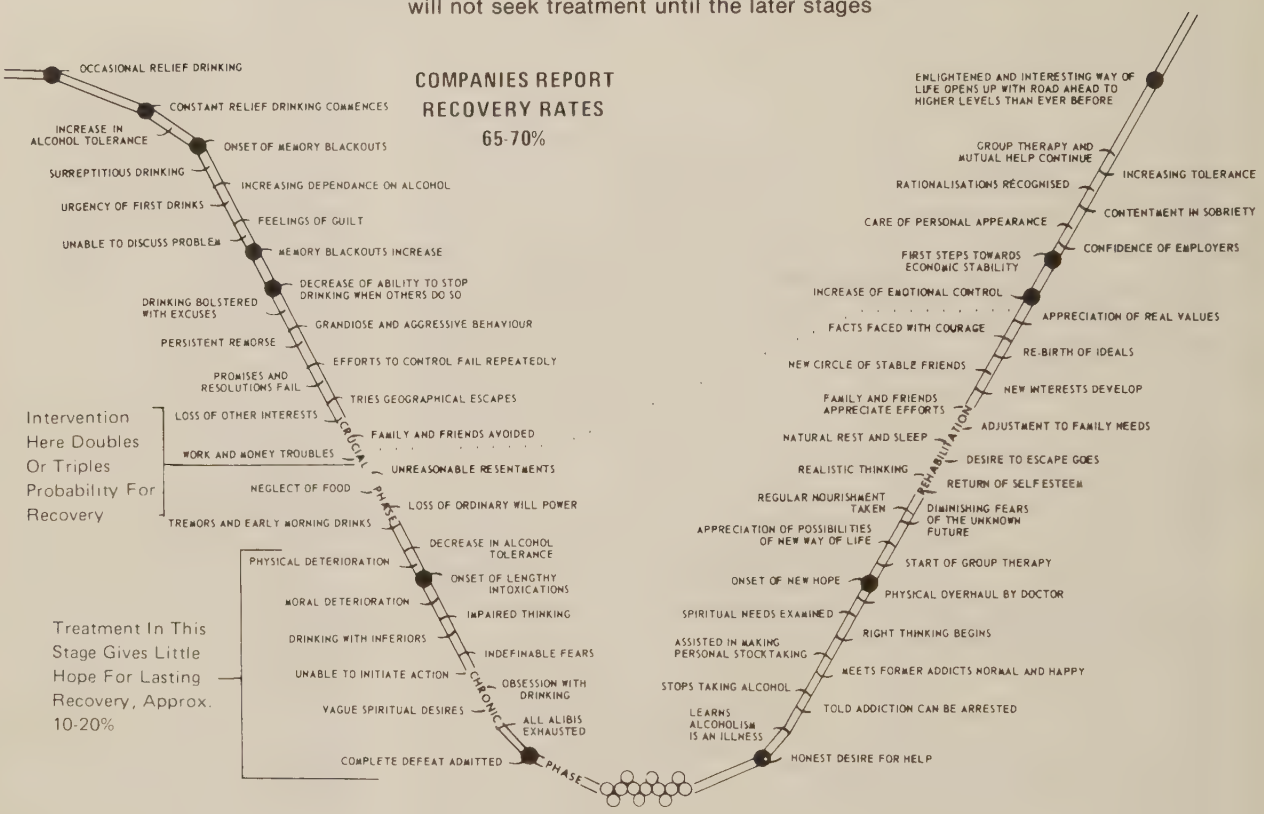
The problem is further compounded by the growing number of drinkers among women and young people, whose systems are more prone to rapid addiction (10 years compared with 15 to 20 years for men).

Meanwhile the incidence of drugs other than alcohol is also increasing. The ARF's 1976-77 report warns: "Cannabis use has spread

FIGURE 2

Illustration of progressive nature of alcoholism

Showing stages usually experienced, most persons will not seek treatment until the later stages


COMPANIES REPORT RECOVERY RATES 65-70%
OCCASIONAL RELIEF DRINKING
CONSTANT RELIEF DRINKING COMMENCES
INCREASE IN ALCOHOL TOLERANCE
ONSET OF MEMORY BLACKOUTS
SURREPTITIOUS DRINKING
INCREASING DEPENDANCE ON ALCOHOL
URGENCY OF FIRST DRINKS
FEELINGS OF GUILT
UNABLE TO DISCUSS PROBLEM
MEMORY BLACKOUTS INCREASE
DECREASE OF ABILITY TO STOP DRINKING WHEN OTHERS DO SO
DRINKING BOLSTERED WITH EXCUSES
GRANDIOSE AND AGGRESSIVE BEHAVIOUR
PERSISTENT REMORSE
EFFORTS TO CONTROL FAIL REPEATEDLY
PROMISES AND RESOLUTIONS FAIL
TRIES GEOGRAPHICAL ESCAPES
Intervention Here Doubles Or Triples Probability For Recovery
LOSS OF OTHER INTERESTS
FAMILY AND FRIENDS AVOIDED
WORK AND MONEY TROUBLES
UNREASONABLE RESENTMENTS
CRUCIAL PHASE
NEGLECT OF FOOD
LOSS OF ORDINARY WILL POWER
TREMORS AND EARLY MORNING DRINKS
DECREASE IN ALCOHOL TOLERANCE
PHYSICAL DETERIORATION
ONSET OF LENGTHY INTOXICATIONS
MORAL DETERIORATION
IMPAIRED THINKING
DRINKING WITH INFERIORS
INDEFINABLE FEARS
Treatment In This Stage Gives Little Hope For Lasting Recovery, Approx. 10-20%
UNABLE TO INITIATE ACTION
OBSESSION WITH DRINKING
CHRONIC PHASE
VAGUE SPIRITUAL DESIRES
ALL ALIBIS EXHAUSTED
COMPLETE DEFEAT ADMITTED
ENLIGHTENED AND INTERESTING WAY OF LIFE OPENS UP WITH ROAD AHEAD TO HIGHER LEVELS THAN EVER BEFORE
GROUP THERAPY AND MUTUAL HELP CONTINUE
INCREASING TOLERANCE
RATIONALISATIONS RECOGNISED
CONTENTMENT IN SOBRIETY
CARE OF PERSONAL APPEARANCE
CONFIDENCE OF EMPLOYERS
FIRST STEPS TOWARDS ECONOMIC STABILITY
INCREASE OF EMOTIONAL CONTROL
APPRECIATION OF REAL VALUES
FACTS FACED WITH COURAGE
RE-BIRTH OF IDEALS
NEW CIRCLE OF STABLE FRIENDS
NEW INTERESTS DEVELOP
FAMILY AND FRIENDS APPRECIATE EFFORTS
ADJUSTMENT TO FAMILY NEEDS
REHABILITATION
NATURAL REST AND SLEEP
DESIRE TO ESCAPE GOES
REALISTIC THINKING
RETURN OF SELF ESTEEM
REGULAR NOURISHMENT TAKEN
DIMINISHING FEARS OF THE UNKNOWN FUTURE
APPRECIATION OF POSSIBILITIES OF NEW WAY OF LIFE
START OF GROUP THERAPY
ONSET OF NEW HOPE
PHYSICAL OVERHAUL BY DOCTOR
SPIRITUAL NEEDS EXAMINED
RIGHT THINKING BEGINS
ASSISTED IN MAKING PERSONAL STOCKTAKING
MEETS FORMER ADDICTS NORMAL AND HAPPY
STOPS TAKING ALCOHOL
TOLD ADDICTION CAN BE ARRESTED
LEARNS ALCOHOLISM IS AN ILLNESS
HONEST DESIRE FOR HELP
OBSESSIVE DRINKING CONTINUES IN VICIOUS CIRCLES

Source: Industrial Accident Prevention Association, Ontario, Canada

in Canada, the United States and Europe," while heroin dependence has "long been considered a problem unique to the large cities of North America." Yet statistics are inadequate and those available in Canada start with the qualification: "cases coming to the attention of the Narcotics Control Division" of Health & Welfare Canada. Heroin use represents more than 80 per cent of all cases reported in Canada.

Cross-addictions involving alcohol and other drugs are also increasing. As the tolerance level to one drug rises, the addict often resorts to other drugs, many of which can be obtained by prescription. Mixed use of drugs results in much more rapid addiction. Statisticians and law enforcement authorities are acknowledging their inability to gauge or control the use of the many available drugs. Lacking the pungent smell of alcohol, they are also much harder to pinpoint at the workplace. Fortunately, however, they lend themselves to the same approach that is applied to alcohol abuse: referral for treatment on the basis of declining work performance. For employers, these addictions translate into costly hangovers in the form of absenteeism, accidents, poor work performance, health care bills and early medical retirement, all of which are increasing.

Experts generally maintain that 3 to 5 per cent of workers in industrial and commercial establishments are problem drinkers; some put this figure as high as 15 per cent

There is also a correlation between alcohol consumption and all leading causes of death and disability, from specific types of cancer to cardio-respiratory ailments and mental disorders. Alcohol-induced cirrhosis of the liver is moving steadily from fifth to fourth place among leading causes of mortality in Canada.

Yet industry has been reluctant to grapple with the problem because the costs, and their real causes, can be easily camouflaged in annual accounts. Moreover, alcoholism has traditionally been a disease of denial and concealment, which society has tended to accept and even encourage.

Early this year, *The Labour Gazette* conducted interviews with the ARF and with several firms that had ongoing alcohol-abatement programs, including Canadian National Railways, the General Motors plant at Oshawa, and the Lifeline Foundation of United Steelworkers of America (USWA) in Toronto. It was found that a minority of companies had programs, even though aid was available without cost from the ARF, which is recognized internationally as a leader in this field.

The situation was no brighter in the public service. *The Review,* published by the Public Service Alliance of Canada (PSAC), said last November that alcoholism averages 10 per cent in the federal public service, with the government and unions alike dragging their feet on remedial action.

One exception in the public service was the Department of National Defence (DND) which has had a comprehensive model program since 1971 that actively involves the entire community around all major bases in Canada. The drinker's supervisor and family in particular are encouraged to

...the incidence of drugs other than alcohol is increasing, as are cross-addictions involving alcohol and other drugs

play an active role. DND defines the point of intervention as "drug misuse," thus avoiding the stigmatic term "alcoholism," and the main thrust of its program is on prevention through awareness education. Similar programs were not found in other government departments, however.

In recent months, the overall picture appears to have changed following a new Treasury Board directive issued late last year which made it mandatory for all departments to launch employer assistance programs. Unions, especially PSAC were instrumental in phrasing certain key provisions, and this pattern of union cooperation appeared to be nation-wide.

The Post Office Department formulated a policy on alcoholism and obtained the signature of top executives and union leaders. A national conference comprising representatives from each region was then held, and the policy was

Canadian National poster

passed by vote with a few amendments. "We were lucky in having the ARF available with advice," said Alex Edey, in charge of the Post Office Department's program. The most important single ARF advice was soliciting union co-operation.

Co-ordinators for all government departments have now been appointed. They held a national conference recently to exchange information, and most departments expect to have operative programs within a year. Follow-up and assessments are to be made by October 1979.

Alcoholism and drug addiction also figured prominently at the CLC's annual convention in April this year. The CLC committed itself to action "on every conceivable front," according to Peter Lea, assistant director of social community programs. This includes developing necessary counselling structures within CLC units, urging affiliates to initiate and implement employee assistance programs (EAP) "as part and parcel of collective agreements," and participating in a national body to deal with all aspects of the problem.

At a two-day conference on alcoholism and drug abuse held in Ottawa last June by the Ontario Council of Safety Associations, Lea said the CLC believes the problem of addiction has become so serious that action on the national scale is required immediately. "We don't see ourselves going it alone, and I don't think there is a question of us not working together for the benefit of the community," he said, and praised the "beautiful examples" of co-operation provided by unions and management where EAP programs have been in effect.

Canadian National poster

His words received the unqualified support of Kenneth Fraser, PSAC's director of organization. "The CLC policy commitment on alcoholism and drug abuse is one of the biggest events in this area in decades," he said, adding that "the government should be commended for the new Treasury Board EAP directive.... The best programs are those entered in good faith by union and management. Unless this is the case, we shall have alleged programs as a cover-up for getting rid of troubled employees." Fraser emphasized the necessity of forming a national body to cover the information gap on the issue, and said the unions may even do it alone if other parties are not responsive.

The CLC's is not the first union initiative in Canada on the issue. USWA's Lifeline Foundation has been involved in EAP activities for years, with 200 companies and locals in the Toronto area, and is discovering, through experience, that alcoholism is indeed the number 1 problem. Director James Simon hopes to launch soon a three-year study which will produce meaningful statistics on

Lifeline's target groups. A gap in such statistics is felt in all circles dealing with alcoholism and drug abuse.

The Council of Safety Associations' conference was the third of its kind, with more to follow in coming months. The primary aim is to spread awareness about the magnitude of the problems and the means of coping with them among various union-management levels. Some 300 participants from various levels of management and unions in the private sector and government attended the conference, where they discussed problems and exchanged information on the current state of knowledge.

The consensus was for more emphasis on training supervisors and for a comprehensive national plan of action. Participants said social attitudes which associate drinking with "the good life" and with celebrating corporate successes must be changed. The CLC noted that special lounges for non-drinkers were introduced at its April convention, "notwithstanding wisecracks from some people." Much fear was expressed about drugs other than alcohol, and there were demands for a closer look at these at future conferences. Apprehension about such drugs was also expressed by USWA's Simon, CN's, Laird, and Dr. Arnold Jones, GM's associate medical director at Oshawa. One supervisor attending the conference said he deals primarily with young people and he was certain there was widespread use of drugs among his team, "but they cover up for one another and I just can't come to grips with the problem."

The paramount necessity felt at the conference was for attitudinal changes in society as a whole, with calls for such measures as toning down alcohol advertisements and making alcoholic beverages "less available." But it is hard to change attitudes. A case was cited of one post office worker who refused treatment three times — he involved the union in costly dismissal suits which it won each time, with the net result that he committed suicide.

For employers, these addictions translate into costly hangovers in the form of absenteeism, accidents, poor work performance, health care bills and early medical retirement...

The Council makes no estimates of alcohol-related accidents, but speakers said statistics show problem drinkers have at least twice as many accidents as their colleagues. A participating company lawyer cited the case of one client firm with 110 employees which had an average 22 accidents per month last year, but since the introduction of an EAP program last November only five accidents were reported until May. In addition, the new-found union-management camaraderie accounted for the absence of any industrial disputes in the same period.

Table 1 was supplied by the General Motors Plant at Oshawa. It shows a $45,000 decrease in the amount of sickness and accident benefits paid to 104 alcohol abusers one year after they underwent treatment, and roughly the same dollar amount per employee lost in increased S & A benefits for 48 others who did not undergo treatment.

Problem drinkers also have three times the rate of absenteeism and lateness normal in their establishments. Industrial consultant John Caldwell believes the lower rate for accidents — two to one — can be explained by the fact that fellow employees protect the problem drinker by keeping an eye on him or assigning him inconsequential tasks. This accounts for U.S. statistics which indicate that each problem drinker negatively affects the work performance of six other fellow workers.

Accidents are only one of the reasons that may prompt a company to launch an EAP program. The list of such companies, even though still limited, comprises many of the leading names in business and industry, including Alcan, Bell Canada, Canadian General Electric, Dofasco, Du Pont of Canada, Ontario Hydro and *The Toronto Star.*

"The CLC policy commitment on alcoholism and drug abuse is one of the biggest events in this area in decades"

Each has its own rationale. For Dofasco, which has had a highly gratifying program since 1962, it was enough that it was investing several thousand dollars in training an employee, and that a replacement cost several thousand more plus additional thousands spent on arbitration when an alleged problem drinker was fired.

"Compare this to the cost of starting a program, which is practically nothing," said Judy Keaney, ARF occupational liaison consultant. As a government agency, the ARF provides aid at no cost to individuals or companies. Its community facilities are available for intensive in-patient treatment lasting three weeks, with subsequent out-patient follow-up for up to two years.

The value of starting a program is

TABLE 1

General Motors of Canada Limited Nov. 1972 — Aug. 1974

Total number of employees
Hourly-rated 26,371
Salaried 6,858
Estimated number of alcoholics
7% X 33,429 = 2,340

Grievance activity due to disciplinary actions on 152 Oshawa plant employees

	104 employees who underwent treatment			*48 employees who did not undergo treatment*		
	One year before	One year after	Results	One year before	One year after	Results
Grievance Activity...	50	21	58% Decrease	12	16	33% Increase

Cost analysis of the 104 Oshawa plant employees who underwent active treatment for alcoholism, one year before treatment and one year following treatment.

	One year before treatment	One year after treatment	Results
Sickness and Accident Benefits:			
Number of S & A claims	182	99	46% Decrease
Number of days lost	3,440	1,779	48% Decrease
Amount paid in S & A benefits	$93,554	$48,691	48% Decrease
Workmen's Compensation:			
Number of WCB claims_____	15	11	27% Decrease
Number of days lost	320	115	64% Decrease
Amount paid in WC benefits	$11,078	$ 3,981	64% Decrease

Cost analysis of the 48 Oshawa plant employees who did not undergo active treatment for alcoholism, one year before referral and one year after referral.

	One year before referral	One year after referral	Results
Sickness and Accident Benefits:			
Number of S & A claims	57	68	19% Increase
Number of days lost	688	1,521	121% Increase
Amount paid in S & A benefits	$19,082	$43,413	128% Increase
Workmen's Compensation:			
Number of WCB claims_____	4	5	25% Increase
Number of days lost	53	94	77% Increase
Amount paid in WC benefits	$ 1,834	$ 3,254	77% Increase

Workmen's Compensation Board Report Jan.-Feb. 1977

not limited to treating existing cases. Posters such as those displayed by CN have had a tangible effect on increasing the number of voluntary referrals and on decreasing the overall number of problem drinkers, according to Less Laird, who is in charge of the CN program. Lt. Col. Harding champions a similar line: "If people know enough about the nature of addiction early enough they can refrain. The best hope is to change the social environment and de-glamorize alcohol."

The ARF has been the igniting force for most successful alcohol-abatement programs in industry. The approach it prescribes is first formulating a joint union-management policy statement on the issue, making it clear that alcoholism is regarded as a treatable disease, and that the employee's pay, benefits and seniority will continue during the period of treatment. Referral for the in-patient treatment is on the basis of declining work performance as judged by the supervisor, who makes no attempt to diagnose the problem itself. But the supervisor's role is the most vital link, as seen in Table 2, which shows the trained supervisor accounting for the bulk of referrals.

Supervisors are trained through periodic ARF seminars to spot and approach the problem drinker. It is important to convince the supervisors that they are doing the problem drinker no favour by covering up for him but are actually making his situation more desperate. Most supervisors hesitate to finger a co-worker whom they have known for years, and many express doubts about whether treatment really works.

The St. Joseph's Centre in North Bay, Ontario, has treated more than 1,000 alcoholics in the past six years despite limited resour-

TABLE 2

Canadian National (CN) Alcoholism Progress Report, Great Lakes Region

Referrals		Classification		Age		Rehabilitation Progress		Service	
No. of Employees approached	291								
Self	30	Management	18	Up to 30	36	Accepted help	188	0-5 years	55
Medical	24	Skilled	64	31-40	44	Refused help	90	6-10 yrs.	33
Supervisor	219	Non-skilled	77	41-50	103	Pending	12	11-20 yrs.	35
Union	6	Clerical	82	51-60	96	In-service	215	21-30 yrs.	117
Family	9	Operating	50	61-65	12	Resigned	31	31 yrs. & over	51
Authorities	1					Retired	23		
Other	2					Discharged	10		
	291					Deceased	12		
						Suspended, restricted, etc.	6		

CN Employee Relations, Toronto, Ontario, up to December 31, 1977

TABLE 3

Client Employment Status* at 12, 18, 24 months after rehabilitation (Nov. 1973 — Sept. 1974)

	Employed Same Employer			Resigned			Fired			Retired			Died			Totals
	12Mo	18Mo	24Mo	12Mo	18Mo	24Mo	12Mo	18Mo	24Mo	12Mo	18Mo	24Mo	12Mo	18Mo	24Mo	
IN TOWN	103 (84%)	89 (72%)	83 (67%)	2 (1.5%)	7 (6%)	11 (9%)	12 (10%)	17 (14%)	18 (15%)	4 (3%)	6 (5%)	6 (5%)	2 (1.5%)	4 (3%)	5 (4%)	123 (100%)
OUT OF TOWN	35 (73%)	34 (71%)	31 (65%)	1 (2%)	1 (2%)	2 (4%)	8 (17%)	8 (17%)	9 (19%)	3 (6%)	3 (6%)	3 (6%)	1 (2%)	2 (4%)	3 (6%)	48 (100%)
TOTALS	138 (81%)	123 (72%)	114 (67%)	3 (2%)	8 (5%)	13 (7%)	20 (12%)	25 (15%)	27 (16%)	7 (4%)	9 (5%)	9 (5%)	3 (2%)	6 (3%)	8 (5%)	171 (100%)

*Two clients were admitted to custodial institutions at the 12 months period and retained their employment. A few clients in the resigned category at all time periods were "forced to resign."

Source: Addiction Research Foundation

ces. Although the rate of full recovery is high, there is also a high probability of relapse the more the treatment is delayed, according to Sister Doyle, the Centre's director. She said there are various reasons that company programs are not working, and emphasized that "union and management have some homework to do," particularly in early detection and treatment. Supervisors, unfortunately, often take the attitude that "the problem drinker is not that bad yet."

Sister Doyle said the value of in-patient treatment is that it gives the central nervous system and judgment areas in the brain — the prime targets of alcohol — a chance to recuperate. Follow-up is then maintained within normal work conditions and with the active participation of the alcoholic's family and supervisor. High rates of recovery to acceptable work standards and full abstinence are reported in CN's statistics and in general statistics supplied by the ARF (Table 3), but the rate appears to decline progressively one and two years after treatment. Nevertheless, the substantial numbers who do return to useful roles in society — perhaps the

richer for their ordeal — are well worth the effort.

But, as Sister Doyle pointed out, "What we are talking about is a condition that took between 10 and 20 years to develop. When the patient sobers up he has a horrible array of problems to face which he previously evaded. This is a day-to-day challenge in establishing a new way of life and thinking."

A task such as this requires the full understanding of family and supervisor. They are actively involved in workshops during the in-patient treatment, the ultimate purpose being to help bring the patient's life patterns back to normal.

According to a strong body of opinion, in-patient treatment is a costly and uncertain venture. In fact, treatment facilities in Canada would be overcrowded if all problem drinkers were to be accommodated. But new formulas relying exclusively on out-patient treatment are being tested.

...U.S. statistics indicate that each problem drinker negatively affects the work performance of six other fellow workers

Dr. J. Dietrich, director of the Rideauwood Institute in Ottawa, says hospital beds are needed only to treat physical damage resulting from chronic intoxication. Most alcohol abusers, however, do not require hospitalization.

He said experience at the Rideauwood Institute indicates that recovery rates obtained through out-patient treatment only are similar to those arrived at by the standard combination of in-patient and out-patient treatment. The other major component of the Rideauwood program is seminars for supervisors.

"You don't need to handle alcohol abusers with kid gloves or give them special treatment. They should be challenged to shape up on their own, otherwise emerging pressures can detonate drinking again," Dietrich said. He emphasized that voluntary referrals must be encouraged and that establishments which wait to the point of mandatory referrals will be in a tough situation.

Canadians already consume more alcohol than Americans and Britons.

In these times of economic uncertainty they are liable to drink more and their per capita alcohol consumption may become one of the most cited Canadian statistics along with unemployment and inflation.

But with the new labour-management attitude "perhaps this country will be known instead for its in-depth approaches to the problem," commented PSAC's Ken Fraser. lg

"I think I liked it better when he was a workoholic"

Public vs. private-sector compensation: a trade unionist's view

by Gilbert Levine

Now that the Anti-Inflation Board (AIB) wage controls are being phased out, the Government of Canada is putting forward a new form of wage controls for public employees. This time it's called ACTC or Average Comparability of Total Compensation — a term which we will hear with increasing frequency in the months and years to come.

It was first proposed on March 8, 1978 by the government in the form of Bill C-28, "An Act to Amend the Public Service Staff Relations Act." If this Bill were to become law the federal government would no doubt put strong pressure on crown corporations, and provincial and municipal governments to follow its lead.

ACTC is a formula devised by federal technicians that is purported to measure the total cost to the public purse of both wages and fringe benefits of public employees. The total compensation of comparable jobs from a representative sample of private-sector employees would similarly be measured as a means of ensuring that pay rates in the public sector never exceed rates in the private sector.

The proposed scheme calls for costing 13 wage and fringe benefit elements and comparing them, occupation by occupation, with those in the private sector:

The 13 elements to be compared include:

1. Wages and salaries
2. Pensions (including indexing provisions & supplementary retirement benefits)
3. Life insurance
4. Disability insurance
5. Severance pay
6. Supplementary health insurance
7. Employer's share of provincial health insurance
8. Sick leave/sickness indemnity plans
9. Paid holidays
10. Vacation leave
11. Scheduled hours of work
12. Paid rest periods
13. Overtime

Under this proposal, the total average compensation of private-sector workers would be established using techniques developed by the AIB. Comparable public-sector employees would then be given the total amount of compensation, i.e., the new "guidelines," for which they would be allowed to bargain.

Accordingly, negotiations would be limited to bargaining for the appropriate mix of total compensation, i.e., wages relative to fringe benefits. In other words, unions would be able to bargain only on how the pie is to be cut. There would be no bargaining on the size of the pie.

Another feature of the scheme would include specific guidelines whereby arbitrators in interest disputes would be required to follow the ACTC formula in their awards.

Unions would be able to bargain only on how the pie is to be cut. There would be no bargaining on the size of the pie

Bill C-28 is falsely trying to accuse public employees for the economic mess we are in today. If that lie succeeds, it will take the heat off the corporations and governments, who are the real creators of unemployment and inflation.

This new gimmick is all part of the continuing propoganda that public-employee wage increases in recent years have sparked inflation in Canada. But the facts have consistently shown that pay increases for public employees have never led, but always followed, increases in industry.

Percentage wage increases in public-sector settlements were less than private-sector settlements in every year between 1968

and 1974. It was only in 1975, when public-sector unions began to "catch up" to industrial workers, that the government imposed wage controls.

In the eight years prior to the introduction of wage controls, the percentage increase in base rates in new settlements in the private sector totalled 81 per cent. For the public sector it was 81.5 per cent. Therefore, the annual average differential between public and private-sector wage settlements was less than one tenth of one per cent.

In comparing wage settlements between the public and private sectors since the start of collective bargaining in the federal public service in 1968 until the third quarter of 1976, the Hon. John Munro, Minister of Labour recently stated in an address to the National Convention of the Canadian Merchant Service Guild in Vancouver:

Percentage wage increases in public-sector settlements were less than private-sector settlements in every year between 1968 and 1974

The federal public service is trailing marginally behind the major bargaining units of the privae sector. The public service including all levels of government is only marginally ahead of the major bargaining units of the private sector. Some of the increases in the provincial and municipal wage levels in this period can be accounted for by the fact that public employees obtained bargaining rights relatively recently and were using their bargaining power to catch up to private industry wage levels.

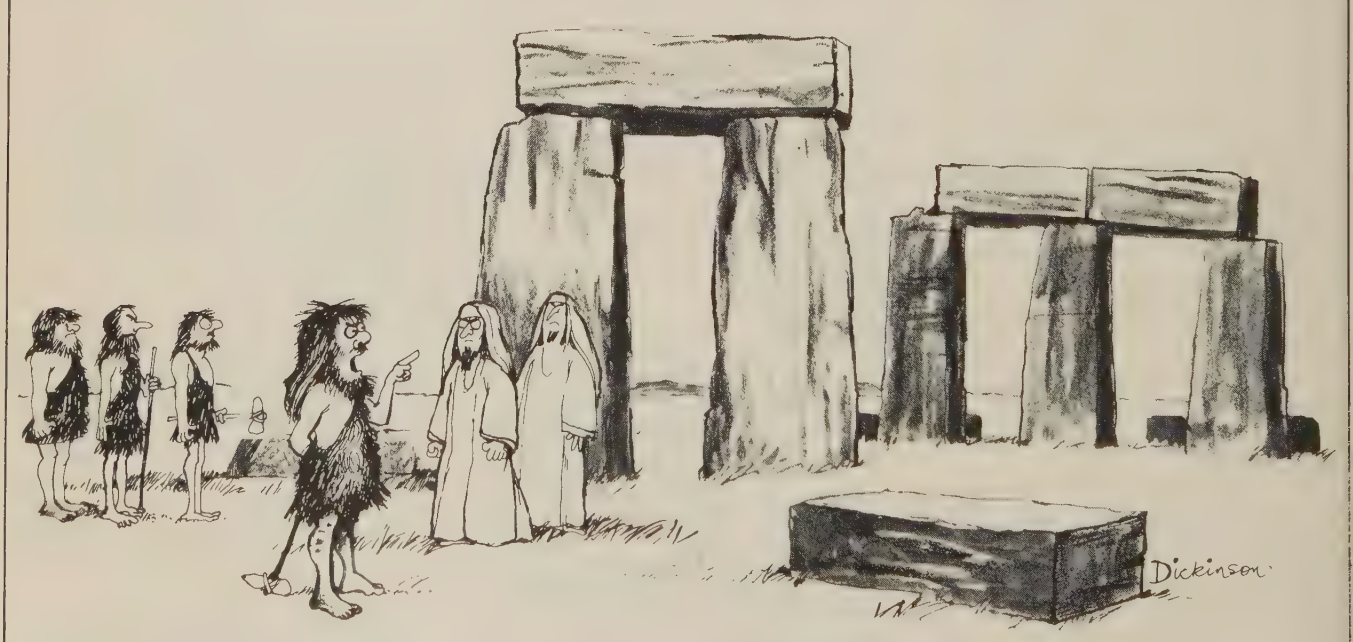
In spite of this, ACTC brings forth the concept that profit-making private industry must be the leader in wages and benefits. Employees who provide public services must then follow.

This concept is wrong on two counts:

1) Rates of pay should not only be set on the basis of skill, responsibility, effort, education, working conditions, and so on, but also on the basis of the social value of the job in the community. For example, a floor sweeper who provides a useful community service in a hospital should be paid more than a floor sweeper in a chewing gum factory. That's not the case now. Rates of pay of public employees, who perform work that in many cases is so essential that they are forbidden by law to strike, should not have to follow rates of pay for non-essential workers.

2) Instead of always following the private sector, public employers should be free to be *model*

(C) Punch-ROTHCO



"I warn you, the site will stay like this until the lads get a half-hour meal break and double time for working Midsummer Day."

employers, to be followed by the rest of the community. Governments as employers should be free to introduce new concepts of industrial relations and new ideas on working conditions and benefits, as they have done in the past. Many years ago governments provided their employees with paid vacations, paid sick leave and pensions, long before they were known in private industry. If we had waited for private industry to introduce these benefits, they might still be unknown today in Canada.

What are some of the dangers of ACTC for public employee unions?

(1) Everything would not be compared. The elements to be compared between public and private employers are restricted by the federal government formula. When Treasury Board President Robert Andras met with officers of the Canadian Labour Congress in February to discuss the ACTC formula, he was asked if the government also intended to match non-monetary benefits of public employees with benefits which apply in industry. The CLC officers had in mind the right to strike, the right to negotiate on pensions, on promotion, on job classifications, and so on. Andras replied that the government would decide on the elements to be compared, and there was no intention to match these matters with those pertaining to industrial employees.

(2) There would be no guarantee of the use of objective statistics under ACTC. Unions and governments would not likely be able to agree on which private employers would be included in a representative sample for comparison purposes. Nor would there be much agreement on job matches. But under ACTC, governments, as employers, would assume the responsibility of collecting "the facts" on average wage comparability. Where there is a disagreement between the government and a union on any aspect of the sample, a government agency would make the decision. Governments, or their agencies, like the Pay Research Bureau, would select the companies to be surveyed, select the job matches between the public and private employers, and also make all the calculations. This is on a par with one team (the government) in a hockey match being allowed to make and amend the rules (The Public Service Staff Relations Act), to select the facts (Pay Research Bureau), and to appoint the referee (the Arbitrator) in its game against the other team (the unions).

A floor sweeper who provides a useful community service in a hospital should be paid more than a floor sweeper in a chewing gum factory

How would a union bargaining with the government as an employer be able to determine the value of total compensation of the bargaining unit? It is obvious that it would be impossible for the union to obtain accurate information when the government has all the records. It is also obvious that the union would have to accept whatever the government says the group is entitled to. Surely, this is not a fair approach to bargaining.

Anyone who has negotiated with public employers in recent years will know how governments, as employers, have distorted survey "facts" to their own benefit in bargaining.

The people with the most "know how" in costing wages and benefits in Canada are the technicians of the AIB. These "experts" in rolling back the hard-won gains of workers will now be recruited as the impartial compensation surveyors of the new ACTC. Is it any wonder that trade unionists will be suspicious of the whole scheme?

(3) Comparability is a highly complex thing. Even if the principle of wage comparisons based on total compensation were correct, the complications of gathering accurate compensation information are immense. Part of the difficulty stems from the fact that most employers do not keep accurate compensation records. Many items of compensation in the private sector, such as subsidized meals, Christmas and other bonuses, discounts, mortgage loans, stock options and so on, are difficult to measure. It is erroneous to assume that all elements of compensation are measurable in accounting terms.

If we had waited for private industry to introduce...paid vacations, paid sick leave and pensions...they might still be unknown today in Canada

The United States Public Service Commission has been examining the total compensation approach for some time. That body recently stated that it still needed several more years of experimenting before the approach might be considered valid. Could Canada's speed in entering the scheme be a case of "fools rush in where angels fear to tread?"

(4) There would inevitably be costing problems under ACTC. Agreement between unions and government employers on "costing" of wages and benefits under ACTC would be difficult, if not impossible. For example, assuming that a government

matches a 6 per cent employee contribution to a pension plan, it would mark that down as a 6 per cent payroll expenditure. But most governments use this pension money to invest in their own operations. In effect, they "lend" themselves money at greatly reduced rates of interest. This would have the effect of reducing the real pension cost by approximately one half. As such, the 6 per cent payroll pension "cost" charged as compensation against the union may only cost the employer 3 per cent in real terms.

One of the 13 "costed" items under ACTC is overtime. Where a union negotiates an improvement in overtime premiums from the standard time and one half to double time, it would be charged for the "cost" of this improvement. However, if this increased penalty against the employer causes him to hire additional employees at straight-time rates and eliminate all overtime premiums, would this be considered a reduced cost to the employer? Not under ACTC. Similarly, if the introduction of a rest period "costed" at 3 per cent of payroll results in an increase in productivity of 5 per cent ACTC would still consider this as a new cost at 3 per cent, when, in actual fact, costs havenbeen reduced.

(5) ACTC would be based on dated material. In the past, the government as a bargainer has relied on wage and benefit surveys of the previous year to determine wage rates for public employees for the following year. This would continue under ACTC.

Public employer offers would always be based on wage material that is out of date. Therefore, with private-sector unions demanding large wage increases to meet inflation, public employee unions under ACTC would always lag behind.

(6) Corporations would inevitably have a stake in ACTC. As a means of covering up its own bad image, the corporate sector in recent years has been campaigning strongly against the conditions of employment in the public sector. If the corporate sector were successful in keeping down public-sector wages and benefits, there would be less demand to improve the pay and benefits of its own employees. (Indeed, this may well be the rationale of pressure on government by corporations to bring in ACTC.) If industrial employers knew that the statistics they supplied on wage comparability would be used to set wages and benefits for public employees, there would be strong pressure on them to feed biased information into a survey. They would tend to highlight poor wages and conditions and this would seriously affect the validity of any comparisons.

Little, if any, progress can be made toward improving working conditions when the compensation is frozen into one package

(7) Under ACTC many matters are just not negotiable. Once the total compenstion was determined through ACTC, would a public-employee union be free to determine how the compenstion is divided between wages and benefits? Not exactly. Many of the public-sector benefits are determined by legislation which is not subject to collective bargaining. For example, where the law said the employer must pay 6 per cent of an employee's wages into a pension, the union would not be able to say in bargaining that it would prefer to forego the 6 per cent and take three extra weeks vacation with pay.

Even in matters not covered by legislation, there may well be many rigidities built into the system of ACTC. One doubts whether the government would allow every bargaining unit to choose its own mix of total compensation. Would it allow one bargaining unit to give up two 15-minute rest periods and cut the working day by half an hour? Or another group to eliminate rest periods in exchange for three extra weeks vacation? If that's what bargaining on total compensation really means, it could really end up with a wide variety of compensation packages.

(8) There is no allowance for the possibilities of immediate catch up under ACTC. If the ACTC formula showed that the compensation of a particular classification in the public sector was substantially behind a comparable private-sector position, would Bill C-28 provide for an immediate catch up? Not necessarily. The proposed amendment to the PSSR Act states:

If the existing aggregate of compensation is substantially less than that for similar or analogous occupations or work, any arbitral award rendered shall provide for the gradual elimination of the differences, taking into account the relative magnitude of the difference and the prevalent rate of increase in aggregate of compensation outside the public service.

(9) ACTC would inevitably make bargaining more rigid. The total compensation formula is similar to the AIB arithmetic on guidelines, which are also based on an aggregate of pay, benefits, and other conditions of employment. With limits placed on compensation during the AIB controls, some unionists thought they would be able to concentrate their bargaining on non-wage working

conditions and make some important breakthroughs. In fact, the opposite proved true. The imposition of total compensation under the AIB removed flexibility from collective bargaining. The AIB has demonstrated that little, if any, progress can be made toward improving working conditions when the compensation is frozen into one package. Similarly ACTC would not only freeze compensation bargaining, but would also freeze bargaining on key non-wage issues, such as job security, safety, promotions, and so on.

(10) ACTC would lead to what may be called "computerized collective bargaining." Wage and fringe benefit facts would be placed in a computer, which would then spit out "the facts" on what changes might be allowed in a collective agreement. Gone would be the role of the active rank-and-file member and steward. Unions would cease to exist as effective organizations, and bargaining in the public sector would become a highly bureaucratic exercise, the preserve of the technocrats, with little meaning to the membership.

Once the ACTC system was operational, governments would likely bring pressure to bear to decertify public employee unions. The argument would go: "Now that we have a "fair" system of comparisons and the computer is working well, you do not need a union any more."

(11) ACTC would lower the standards for public employees. In the past, the federal government stated that it should compare its conditions of employment with those provided by *good* employers. This normally meant comparisons which did not include small employers with poor working conditions. Now under ACTC, the government wants comparisons to be made with all employers, large and small, unionized and non-unionized, and with good and bad conditions. This new concept of an "average" would certainly have the effect of lowering the standard of public employees.

As my accountant Smedloch, remember, profits are NEVER in excess!

In accordance with the Public Service Staff Relations Act, guidelines to arbitrators in the past have been flexible and were on the basis of the "need to establish terms and conditions of employment that are fair and reasonable in relation to the qualifications required, the work performed, the responsibility assumed and the nature of the services rendered."

Unions would cease to exist as effective organizations, and bargaining in the public sector would become a highly bureaucratic exercise...

Under section 68 of the PSSR Act, an interest-dispute arbitrator or negotiator could set wage rates based "on the need of the public service for qualified employees." It appears that the government no longer considers this need important. With Bill C-28, this section of the Act would be deleted and replaced by the simple comparability formula. This would completely tie the hands of government recruitment officers who would no longer be able to improve salaries to attract qualified employees who are in short supply. Another example of this government putting the needs of the private sector first!

(12) ACTC would weaken unions. Labour unions are not merely economic organizations to bargain for wages and fringe benefits. Unions also serve to defend workers' rights on the job, such as grievances, promotions, discipline, occupational health and

safety, etc. Unions are also organizations to bring about social and political change. Denials of free collective bargaining on economic issues, would weaken the effectiveness of labour unions on all other matters as well. ACTC would weaken a union's ability to fight for justice on and off the job.

(13) ACTC discriminates against women public employees. The recent passage by the federal government of the Canadian Human Rights Act has been hailed as a progressive move. Section 11 of the Act provides for the principle of equal pay for work of equal value. However, Bill C-28 is directly opposed to the principle of equal pay for work of equal value. As such, this legislation discriminates against public service women and adds a new level of control on their wages.

The government is planning to take away with one hand (Bill C-28), what it gave with the other (Human Rights Act). In order to have any meaning whatsoever, the comparison of equal pay for work of equal value must be made within the same company or place of work. Yet Bill C-28 establishes a principle of comparing unionized government employees and non-unionized private-sector employees. Instead of comparing the worth of a public service female clerical worker with the worth of a higher-paid male public servant, the government now proposes to compare her with the clericals employed in banks, insurance companies and retail trade, where unionization is virtually nil. Thus, women in clerical and secretarial jobs in the unionized public sector would have a new wage ceiling, which would be the average pay of clerical jobs in private industry,

...public-sector women would have their wage rates tied to the rates for low-paid jobs in private industry, where most women are unorganized

where most women are unorganized.

In other words, public-sector women would have their wage rates tied to the rates for low-paid jobs in private industry, where employers profit by discriminating against women.

This is directly contrary to the principle of comparison within the establishment, as defined in the equal-pay section of the Canadian Human Rights Act.

(14) ACTC would pit worker against worker. By telling industrial workers that public employees are the cause of inflation and other economic problems, governments are, in effect, seeking the support of industrial unions to keep down the wages and benefits of public employees. Therefore, ACTC is designed to pit the private employee against the public employee. In a labour movement divided between public and private employees, both will lose. No group of workers gains by holding down the wages of another group.

(15) ACTC might lead to regional or zonal rates. Section 68 of Bill C-28 directs arbitrators, and presumably government negotiators, to take "fair and reasonable account of...relevant *geographical*...and other elements of the aggregate of compensation." This seems like the thin edge of the wedge toward regional and zonal rates of pay. This in turn could lead to the break-up of national bargaining units and the further widening of income disparities between the various regions of Canada.

(16) Comparing poor with poor would not bring justice. Unions should reject comparing the poor wages of one group of workers with the poor wages of another group of workers, with the conclusion that justice prevails because both groups are equally poorly paid. If the government is so keen on comparisons, maybe comparisons should be made with those elements in society that do not work. This would include investors, coupon clippers, land speculators and other persons who produce nothing socially useful but who receive the highest per capita income.

For all of the above reasons, and many more, public employee unions will reject Average Comparability of Total Compesation as a new wrinkle in the government's attempt to control public-employee wages.

Unions will continue to look upon this new technique as a management negotiating tool to inflate and distort the real cost of a union's bargaining proposal.

Effective unions will bargain for wages and benefits, instead of bargaining on the basis of total compensation. They will bargain for collective agreement provisions and benefits on their merits and according to the needs of their members, regardless of some distorted management cost estimates. lg

Gilbert Levine is director of research for the Canadian Union of Public Employees.

A conversation with J. Taylor Kennedy

by Bill Megalli

When he started his career in 1939 as a miner in Kirkland Lake, Ontario, J. Taylor Kennedy was more than satisfied with his 55-cent hourly rate. Although he had just obtained his master of engineering degree from McGill University and was considering the Services, "that was a lot more money than you could get anywhere else."

As President of the Canadian Manufacturers' Association (CMA) and of Canfarge Ltd., as well as holding several other distinguished positions, Kennedy at 62 stands very near the top. But it is doubtful that he feels satisfied as he ponders the future of his three children, three grandchildren and the rest of Canada. He is also painfully aware that few Canadians are satisfied — no matter how much they may be getting. Expectations are very high.

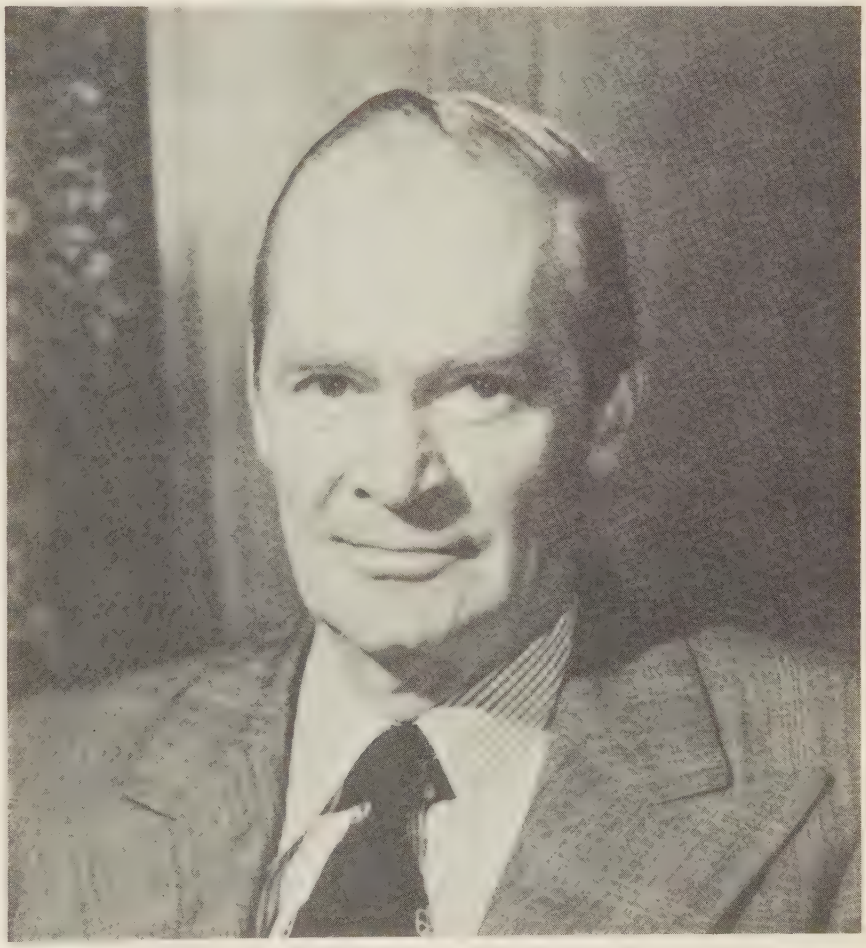
"We are going to have to work together or we shall drown together"

Having spent 40 years in various strategic positions in business and industry, Kennedy has no hesitation in fingering what he believes to be the main culprit: a government role that has expanded out of all reasonable proportions. Even given the best of intentions, such a role is incompatible with a sound free market system and has damaged healthy rationales for competitiveness and advancement in Canada.

Distribution of income is one thing; producing the wealth or income is quite another. Canada's "drift to the left" in social legislation has been pursued by successive governments, "but," Kennedy stated, "you can do this only for so long, and you always have to ask yourself: what happens after the original wealth is gone?"

The peril is much more obvious in Canada's case because of what will remain a basic fact of life for decades to come: Canada's need to attract foreign investments. Kennedy feels, "We are just not big enough to generate enough savings with a population of only 22 million; Canada would be in deep trouble without foreign money."

What must never be forgotten is that money for the much fanfared "social" laws has to come from



J. Taylor Kennedy

the pockets of taxpayers themselves, in one form or another. Waste and bureaucracy being synonymous with government spending almost everywhere, the question every individual should be asking himself is: "Would this money not be better used if I spent it myself?"

The same logic applies equally in all instances, Kennedy asserted, even in the proposed $4-billion fund to cushion certain Canadian industries against the expected removal of protective trade barriers over the next decade or so.

This is by no means an across-the-board anti-government attitude according to Kennedy, who said, "We are going to have to work together or we shall drown together." But the government's role should be limited as far as possible to creating the appropriate environment for business and investment.

"In the so-called tripartite 'consultations'...the government has been preaching and not listening"

Imposing government will is something else: "In the so-called tripartite 'consultations' involving government, business and labour, the government has been preaching and not listening."

Surprisingly, Kennedy believes relations with labour are good and could become even better if the government restricted its meddling. He also noted that the overwhelming majority of unions in the manufacturing sector have signed contracts "despite a few sour spots and a vocal minority." More and more workers are realizing that their best security is a prosperous company. Unions too must realize that it is better for their members to be employed year-round at reasonable wages than to be unemployed at much higher rates. Strike settlements at higher wages, usually a few cents per hour per worker, are face-saving but they may cost a company millions of dollars after a strike that itself may have cost several million more, with the loss inevitably affecting everyone — to say nothing of individual loss to the employees.

More and more workers are realizing that their best security is a prosperous company

"Company profits are three or four cents on the dollar, and workers must learn to trust management more," Kennedy said. He also felt management attitudes are the most responsible of all because the primary responsibility of management is to keep the plant going, without concern for votes or political glamour. His feeling was that Canadian manufacturers are not at all averse to employee participation schemes now being applied in Europe, "provided that unions are willing to take the responsibility and match the statesmanship and sophistication" required.

Kennedy joined the Canada Cement Company as East Montreal Plant engineer in 1940. He was appointed plant superintendent in 1945 and in 1955 was transferred to the head office as project engineer, subsequently becoming general superintendent. In 1962 he became assistant to the president and was promoted one year later to the post of vice-president and assistant general manager.

In the years that followed, he progressed through various posts until he became president and general manager in 1968. When Canada Cement and Lafarge Canada Ltd. merged in 1970, he was appointed president and chief executive officer.

Kennedy retired last year but remains a director and a member of the executive committee of the board of Canada Cement Lafarge Ltd. He has been president of Canfarge Ltd. since 1972 and is also a director in several other companies, including the Montreal Trust Company and Howe Equipment Ltd. He was nominated last June as CMA's new president, having been first vice-president until that date.

Kennedy is active on various other fronts, especially industrial accident prevention. He is a life governor of the Montreal General Hospital and Notre-Dame Hospital and president, governor and director of the Montreal Neurological Hospital.

He serves on the board of governors of McGill University and is chairman of its athletics board. His hobbies include golf, squash, sailing, and skiing. lg

The inspectorate: Part 1 — Victims or villains?

by Joan C. Brown

The functioning of the occupational health and safety inspectorate has come under a good deal of criticism in recent years in reports of commissions of inquiry and other studies. The main target for attack has been the system in which the inspectors were expected to work, a system which put the inspectorate in the front line of the battle for occupational health and safety, in insufficient numbers, with confused and inadequate battle orders and a poor supply of armaments.

To begin with, the inspectors were working within a system which divided the jurisdiction over occupational health and safety between the departments of labour, mines (or natural resources) and health, and the workers' compensation boards as well as scattering certain responsibilities across departments and agencies such as agriculture, environmental protection and the municipalities. Just for good measure, an element of federal-provincial conflict was introduced from time to time through agencies such as the Atomic Energy Control Board.

The Alberta Industrial Health and Safety Commission (the Gale report) described the system as a "bureaucratic labyrinth." The Ontario Royal Commission on the Health and Safety of Workers in Mines (the Ham report) referred on a number of occasions to divided jurisdictions which made it unclear where the responsibility to initiate action lay.

The *Comité d'étude sur la salubrité dans l'industrie de l'amiante* (the Beaudry report) described the overlapping and duplication of departmental jurisdictions in the asbestos industry in Quebec as an obstacle to the application of effective occupational health measures. A Science Council of Canada study (*Canadian Law and the Control of Exposure to Hazards*) applied a similar criticism more widely. It noted that three departments in Quebec were involved in ensuring the healthfulness of the work environment and, moreover, had regulations which were not restricted to their own jurisdictional limits. These regulations (the report said) contain "a jumble of measures dealing with the health and safety of employees and the healthfulness of the premises. The difficulty in finding out who is really responsible often serves as an excuse for government inaction."

Within the various departments involved, the number of inspectors was usually inadequate for the task given to them

Robert Sass, director of the Saskatchewan Occupational Health Division, in a 1975 speech to the Canadian Association of Administrators of Labour Legislation (CAALL) cites a different kind of problem in pre 1972 Saskatchewan (i.e., prior to the reorganization of the services). He instanced one Regina employer who had had over 20 inspections in a two-year period by various regulatory authorities, resulting in inconsistent and conflicting reports on the occupational health and safety problems in his workplace.

Within the various departments involved, the number of inspectors was usually inadequate for the task given to them. The Ham report, discussing the Mines Engineering Branch Inspectorate of the Ministry of Natural Resources, said:

...the inspectorate has, in the Commission's view, been understaffed and inadequately funded for its role both in accident prevention and in the protection of the health of workers, and no doubt these circumstances have affected its morale.

Bruce Doern (in *Regulatory Processes and Jurisdictional Issues in the Regulation of Hazardous Products in Canada*) suggests that this was common across Canada. He commented that "most regulatory agencies in Canada tend to be rather sparsely staffed. Their compliance capability does not usually measure up to their regulatory intent." An

extreme example of this can be found in Newfoundland and Labrador where in 1972 the Workmen's Compensation Board safety department reported that its work, which included the enforcement of safety regulations and industrial safety education, was performed by two inspectors and the director. (annual report, 1972).

In the same year, the British Columbia Ministry of Labour's Factory Division (which shared some of the B.C. Workers' Compensation Board's safety responsibilities) had eight inspectors who were endeavoring to cover an estimated 35,000 places of employment (annual reports 1972 and 1973).

...where a wide range of knowledge was called for, the inspectors were frequently at a disadvantage

Labour Canada also came under criticism (in 1976) from the Commission of Inquiry on Health and Safety in Grain Elevators (the Finn report) for failure to provide sufficient manpower in the Vancouver office to ensure proper inspection and regulation of the West Coast elevators. Doern, director of the School of Public Administration at Carleton University, observed (in 1977) that Labour Canada officials "acknowledge that they remain grossly understaffed in the field."

Although many of the larger departments had much better staffing levels and many of the smaller inspectorates were enlarged from about 1974 onwards, the ratio of staff in relation to the number of worksites rarely enabled a comprehensive enforcement ability. The Ontario Ministry of Labour, reporting on its Construction Safety Branch in 1974-75

...the inspectors had only limited outside help in illuminating the problems they were trying to control

(annual report) gave the branch staff numbers as 132 including supervisory and clerical staff, and the number of inspections and special visits made in the year as 63,920. Even without taking into account travelling and reporting time, holidays, etc., the figures suggest a breathless pace of inspections.

The Gale report produced a composite description of the duties of an inspector:

Our analysis of the various duties currently performed by a field inspector reveals a wide variation of functions. We note that in addition to his technical abilities, he is required to perform in many other capacities as well. To some degree, he is required to consult, teach, persuade and promote. In addition, he must research, analyze and then report his findings carefully along with present recommendations. He must exercise discretion in the application of the rules and be able to interpret them to the worker, employer, the union or to members of his own division. Furthermore, he must be able to issue enforcement and compliance or improvement notices, cease and desist orders and closures, and take part in injunctions, prosecutions and other court actions such as appearances before coroners. He frequently assists in revising, updating and extending regulations.

This "wonder man" was not the product of formalized training. The Gale report found that the inspectors relied on "their own occupational experience and basic good intelligence supplemented by various in-house educational programs." Many inspectors brought to the job good qualifications and extensive professional experience. Others (according to Bruce Doern) had educational qualifications, which were regarded as inferior.

Most of the regulatory departments ran in-service training programs and sought ways to help the inspectors keep up with technological developments. Inevitably these arrangements varied in quality, and there appears to have been a dearth of basic training material. In 1973-74, CAALL's safety committee decided to attempt to develop a common training manual. Reporting in the Canadian Standards Association *Quarterly Review* (January 1974), J.L. Sisk said that "although scattered pieces of training material are available, the Committee's efforts in this area appear to be the first co-ordinated attempts to develop a manual suitable for safety inspectors in all jurisdictions."

Where the inspectors were able to concentrate on a particular task — such as the regulation of boilers, elevators or electrical systems — they were able to develop a high level of expertise enabling them not only to carry out routine inspections, but to deal effectively with unusual and dangerous occurrences. Similarly, mines inspectors dealing with disaster situations often performed exceptionally well. However, where a wide range of knowledge was called for, the inspectors were frequently at a disadvantage.

The Ham report noted that the Ontario Mines Engineering Branch lacked independent expertise in dust control and ventilation, and although it was inspecting metallurgical plants, did not possess expertise in these processes. Both

Beaudry and Gale found the inspectorate heavily oriented toward work accidents and ill-equipped to deal with occupational health hazards. In some provinces this lack was supplemented by the health department, but in others no alternative source of expertise was available.

The problems of the inspectorate were further compounded by the fact that research on accident prevention and prevention of occupational health hazards was (and still is) seriously underdeveloped in Canada. Thus the inspectors had only limited outside help in illuminating the problems they were trying to control.

As a group the inspectors were not accorded a high status in the public service. This made it difficult to recruit and retain qualified and experienced persons. The Gale report noted that the income and incentives for advancement were not always sufficient to compete with what was available elsewhere. Gale wanted to see a review of the position classification structure for all the inspection staff to establish an adequate and uniform career series for inspectors. The Industrial Safety Branch of the New Brunswick Department of Labour and Manpower reflected this problem in its annual report for 1975. It reported a large staff turnover and difficulty in obtaining replacements. "The reason for this appears to be the attractive offers which industry is making for the services of persons with the qualifications required of a safety inspector."

As a group the inspectors were not accorded a high status in the public service. This made it difficult to recruit and retain qualified and experienced persons

Industry attitudes on the other hand were not always favourable. The Ham report suggested that the inspectorate should have "not only the professional capacity to comprehend the full range of mining operations but also the standing to influence the commitment of senior management to the effectiveness of the internal responsibility-system." These were not found to be available. Bruce Doern suggested that those being regulated often tended to view the inspectors as second-class policemen.

Finally, the theory upon which occupational health and safety arrangements were based was questionable. The system was founded on the assumption that the employer was legally and financially responsible for the health and safety of workers; that this was the sole responsibility of management; that industry was largely capable of regulating itself and willing to do so, and that the role of government (and thus the inspectorate) was to encourage and support this self-regulation. While government should set standards where necessary and have the power to enforce them, government intervention could and should be kept to the minimum, and wherever possible education should be preferred to enforcement.

As a theoretical base it had serious weaknesses. It largely excluded the workers from a share in regulating occupational health and safety, it under-estimated the clash between safety and profits in the priorities of management, and it accepted a relatively weak role for government. The legislation and regulations which emerged

from this theoretical approach and upon which the inspectorate's authority was based, were often weak and inadequate in their coverage, and left a great deal to the discretion of the inspectorate.

The Beaudry report described the laws and regulations relating to the asbestos industry in Quebec as imprecise, insufficient and difficult to apply. The report was critical of the use of such terms as "all reasonable means," "suitable and efficient means," and "as far as is reasonably practicable" without either clear definitions or guidelines for their application. The Ham report noted that the Ontario Mining Act, which required the training and supervision of miners as a means of accident prevention, also used terms such as "adequate experience," "qualified," "approved," "authorized" without defining their meaning.

The system was founded on the assumption that...the health and safety of workers...was the sole responsibility of management; that industry was largely capable of regulating itself and willing to do so

In many important areas, particularly those relating to health hazards, basic standards had not been set or were in the form of guidelines or voluntary codes. As the Ham report pointed out, "in the absence of statutory standards for dust, a mines inspectorate is limited in the effectiveness with which it can demand compliance..."

The Science Council of Canada study, *Canadian Law and the Control of Exposure to Hazards* found that in Ontario, asbestos dust standards were regulated by a combination of two methods; first, through the regulations of the Industrial Safety Act which required the removal of contaminants "so far as practicable," and second, through the establishment of maximum levels (published in Data Sheets) or threshold limit values (TLVs) which were in effect guidelines for the implementation of the regulations. The report goes on:

While failure to comply with the published TLV may be considered failure to take all practicable measures, and therefore an offence under the regulations, the vagueness of the criteria in the regulations makes a successful prosecution a very remote possibility. The Data Sheet maximum levels are therefore essentially guidelines unenforceable in law.

The same report was critical of guidelines established for polyvinyl chloride in four provinces (Alberta, British Columbia, Ontario and Quebec), none of which were considered to be enforceable.

Where the regulations were enforceable, the penalties likely to result from prosecutions often bore little relationship either to the seriousness of the offence, or the desirability of deterring future offences. In British Columbia, for example, the maximum penalty under the accident prevention regulations until 1974 was $500. The fact that in that year it was found necessary to raise this maximum to $10,492.55 highlights the inadequacy of the earlier figure (B.C. Workers' Compensation Board annual report for 1974).

While some other provinces had raised their maximum levels much earlier than British Columbia, there was no guarantee that the courts would impose maximum penalties, and occasionally the paltriness of the fines imposed threatened to make a mockery of the whole

The legislation and regulations...upon which the inspectorate's authority was based, were often weak and inadequate in their coverage

process. The *Globe and Mail*, in 1975 reported an Ontario case in which three workers were killed in a trenching accident. The owner was fined $100. Two trenching accidents in Nova Scotia, each involving the death of one worker, brought fines of $300 (in 1971) and $1,000 (in 1975) according to the labour department annual reports. Even the last of these penalties can scarcely be regarded as adequate where deaths have resulted from breaches of known safety regulations. Indeed, penalties of this kind must have discouraged the inspectorate more than the offending employer.

In the light of all this, the inspectorate could well be regarded as victims of an unsatisfactory system which had made their task an impossible one. However, before accepting this view too wholeheartedly, it is necessary to examine the evidence that the policies adopted by the inspectorate in implementing health and safety provisions often served to get the worst out of an already inadequate system. While this may have been due in part to the unwillingness of politicians to support an aggressive policy which might "inconvenience" industry, the vigor with which some senior members of the inspectorate defended their policies before commissions of inquiry suggests that, to say the least, they were not wholly dissatisfied with the situation.

The inspectorate in the main accepted the prevailing view that safety was the sole responsibility of management. Relationships

were developed between the inspectorate and company management or industry representatives, arrangements which usually excluded the workers and the unions either wholly, or when the key decisions were being made. The worker's right to know about hazards to his health and safety was frequently ignored. The observations of the inspector and the findings of special studies were reported to management but not to the workers. In many instances the relationship between the inspectors and the unions was at best uneasy and at worst downright hostile.

The West Coast unions told the Finn Inquiry that Labour Canada's inspectors were "too chummy with management." They complained that the inspectors didn't get union representatives to accompany them on inspection tours, nor were the unions given copies of the inspection reports which went only to mangement. The Finn report comments:

With regard to the charge of being "too chummy with management," the Commission considers that Labour Canada has laid itself wide open to such a charge by its almost exclusive relationship with management on matters relating to inspection and regulation. In the best of circumstances such a relationship is unwise; in an industry which has not enjoyed the best of labour relations, it is a serious tactical mistake.

In Ontario, the Ham report noted that the Mines Engineering Branch placed strong reliance on the self-regulatory initiatives of industry and had established technical standards and codes of requirements through consultation with industry and the Mines Accident Prevention Association, an employer safety association. Ham added, "such consultation between the branch and the industry has come to be seen by the unions as at best accommodation of interests and at worst collusion."

Where the regulations were enforceable, the penalties likely to result from prosecutions often bore little relationship either to the seriousness of the offence, or the desirability of deterring future offences

In evidence before the Ham Commission, the United Steelworkers documented many cases of hostility and lack of co-operation between the mining inspectorate and the union, and said bluntly:

To stay alive on the job, mine workers should be able to look to the Mining Act of Ontario and the department that enforces it, the Ministry of Natural Resources. Unfortunately, for a long time mine workers have learned from tragic experience to regard the Ministry of Natural Resources as simply an extension of mine management into government.

This lack of confidence in the inspectorate was strengthened by the nature and outcome of the regulatory policies adopted. The successful functioning of any self-regulation system requires a reasonable balance between education, the exercise of discretion and enforcement. Too often this reasonable balance did not exist. The weakest element almost invariably was enforcement.

Enforcement was not, of course, altogether neglected. Every year

"Why didn't you report those unsafe conditions to us sooner, Glukowitz?"

many thousands of directives were given by the inspectorate on unsafe conditions they had observed, and many hundreds of stop-work orders were issued where highly dangerous situations were found. According to the annual reports of the various regulatory authorities, the vast majority of such directives and orders were complied with and the unsafe condition rectified. However, other hazardous conditions were allowed to persist.

The Beaudry report found that no attempt had been made to institute proceedings against Quebec asbestos industry employers who had neglected to apply the occupational health regulations, though it also commented that the fines provided in the legislation — $25 — offered little encouragement to the inspectors to prosecute.

In Alberta, the Gale report noted that the Workers' Compensation Board (which then exercised regulatory authority) had downgraded the image of "policeman" and preferred to project the image of an educator whose main task was to change attitudes at the work site. The Commission added that it was "distressed to hear that this approach was not always perceived in this manner by the work force which frequently viewed the inspector as an agent of the employer." Gale agreed that the inspectorate ought to be oriented toward prevention through education, but added that "the inspectorate should also pursue a policy of rigorous enforcement utilizing the sanctions of the law widely and to the full." Rigorous enforcement had not always been evident in the past. The Commission in fact found that in several cases of persistent and blatant neglect of the regulations, enforcement had been weak.

The Finn report described the policy of Labour Canada as one which "rejects strict enforcement of the regulations as an important weapon in promoting health and safety in grain elevators, and relies too much on persuasion and encouragement of employers." The Commission did not reject the idea of encouragement and education to improve self-regulation, but considered that the economic pressures to maximize profits frequently rendered it ineffective as a policy. In those circumstances, more rigourous enforcement was necessary, and this had not been forthcoming. The report comments:

In many instances the relationship between the inspectors and the unions was at best uneasy and at worst downright hostile

It is clear from the evidence before the Commission that effective measures have not been taken to ensure compliance with the regulations. During its own inspection of the elevators, the Commission discovered many examples of non-compliance and many practices that could not be considered either safe or prudent, non-conforming electrical equipment, "blowing down" during plant operations, inadequate housekeeping, inadequate dust control, unsafe practices in the use of pesticides, inadequate or no alarm systems, a lack of emergency planning, and little or no regularly scheduled maintenance. This unsatisfactory state of affairs must surely have been equally evident to Labour Canada inspectors.

The Beaudry report singled out for adverse comments the use of the inspector's discretionary power. The availability of such powers is not, of course, an ill in itself, especially if reasonable limits are placed upon them. The Nova Scotia Department of Labour, for example, reports that "a code rule or regulation may be modified by the chief inspector. In all such cases a minimum acceptable safety standard must be the basis for any modification." (Annual reports 1971-1976).

Without such limitations, however, and in the context of a rather too cosy relationship between the inspector and the management, discretionary power can too readily come to be used to the detriment of workers. Beaudry found evidence of too much discretion and too little firmness in the application of regulations in the asbestos industry in Quebec. He concluded that the regular exercise of discretion had led to inadequate preventive measures, the expression of recommendations in the form of pious wishes, and weakness in the application of laws and regulations.

This rather black picture of the operations of the inspectorate, while well based on the evidence, is not the whole story. Even before action was forced upon government and the inspectorate by the revelations of the commissions of inquiry, some sections of the inspectorate had been reviewing their policies and basic assumptions and seeking more effective means to regulate occupational health and safety. These initiatives, as well as developments emerging from the inquiries, will be discussed next month in *Part 2 — Change and development.* lg

Joan C. Brown, a social policy analyst, is the author of How Much Choice? Retirement Policies in Canada *and* A Hit and Miss Affair: Policies for Disabled People in Canada, *published by the Canadian Council on Social Development. She is also former Secretary-General of the Australian Council of Social Service.*

Labour Legislation in Canada, 1977

Part 4: Employment standards

by S. Allan Nodwell

The most important changes in employment standards last year came with the proclamation of the Saskatchewan Labour Standards Act, 1977. Manitoba amended the Employment Standards Act, the Vacation-with-Pay Act and the Payment-of-Wages Act. Other minor changes were introduced by the federal, Alberta, British Columbia, Nova Scotia, Northwest Territories and Quebec jurisdictions. Several changes in minimum wage legislation also took place during the past year.

Federal

Canada Labour Code

Subsection 60 (2) is repealed and the following substituted:

A copy of any notice given to the Minister under subsection (1) shall be given forthwith by the employer to the Canada Employment and Investigation Commission and to any trade union certified to represent any employee in the group of employees whose employment is to be terminated or recognized by the employer as bargaining agent for any such employee; and where any employee in such group is not represented by a trade union, a copy of such notice shall be given to him or posted forthwith by the employer in a conspicuous place within the industrial establishment in which that employee is employed.

Section 60.1 is repealed and the following substituted:

An employee who gives notice to the Minister under section 60 and any trade union to which a copy of such a notice is given shall provide to Canada Employment and Immigration any information requested by it for the purpose of assisting employers to whom the notice relates and shall operate with that commission to facilitate the re-establishment in employment of those employees.

Country Elevator Agents and Managers: Hours of Work Regulations Exemption

Country Elevator Agents or Country Elevator Managers employed in the grain industry in Ontario, Manitoba, Saskatchewan, Alberta and British Columbia are exempted from sections 29 and 30 of the Act until August, 1978 (hours of work).

Scheduling Hours of Work

For the purpose of these Regulations, hours of work may be scheduled and actually worked without regard to section 31 of the Act.

Canada Shipping Act

Hours of rest

Safe manning regulations were issued under the Canada Shipping Act. On every ship under federal jurisdiction, other than a fishing vessel:

(a) the complement shall be sufficient; and

(b) a watchkeeping or work system shall be established to ensure that all persons have a rest period of at least 6 consecutive hours in every calendar day they are employed on that ship.

In ships where three or more watches are established, a person's 6 hour rest period may overlap from one calendar day to the next in one of the watches.

Not more than 18 hours and not less than 6 hours shall elapse between the end of one rest period and the beginning of the next.

Every person shall have a total of at least 16 hours of rest in every 2 consecutive calendar days he is employed on a ship.

Where a person employed on a ship for the purpose of attending to its safe operation was, immediately prior to that employment, employed by the same employers in any capacity, the last calendar day of such prior employment shall be counted as employment on that ship.

Where any person is, required to attend to a specific emergency or an emergency drill during his rest period, any time so spent shall, be considered as part of his rest period.

Alberta

Hours of work

Effective February 1, 1977,

Alberta's Board of Industrial Relations Order No. 46(1976) Governing Hours of Work and Minimum Wages for Overtime of Persons Engaged in Oil Well Servicing set maximum hours at 12 a day and 191 a month. Overtime for additional hours worked shall be paid at one-and-a-half times the ordinary rate. Employees who work less than 191 hours in their first or last months shall be paid overtime for each hour in excess of 12 hours a day or 44 hours a week.

The hours of rest are established as follows:

(a) 24 consecutive hours in each 7-day period
(b) 48 consecutive hours in each 14-day period
(c) 72 consecutive hours in each 21-day period
(d) 96 consecutive hours in each 28-day period

Order No. 42(1976) Governing Hours of Work and Minimum Wages for Overtime of Persons Engaged in Field Catering, Geophysical Exploration, Land Surveying or Logging and Lumbering applies to employees in undertakings at least 10 miles from any city, town or village having a population of 1,000 or more or within any town or village of less than 1,000.

Maximum hours shall not exceed 10 a day or 191 a month and overtime rates at one-and-a-half times the ordinary wage must be paid for additional hours. Where an employee worked less than 191 hours in the first or last month that he was employed, he shall be paid at the overtime rate for hours worked in excess of 10 hours a day or 44 hours in each consecutive period of 7 days.

Rest periods are the same as for employees in oil well servicing.

Order No. 53(1076) Governing Hours of Work and Minimum Wages of Salespersons Engaged in Specified Occupations sets the minimum wage at $120 per week. An employee or employer is exempt from the payroll records and maximum hours provisions of the Alberta Labour Act.

The wages paid may be so adjusted that the employee shall be paid not less than the minimum wage, provided that the period of adjustment shall not be more than one month.

Manitoba

Hours of work

The standard hours of work for an employee are 40 hours a week and 8 hours a day. An employer may not require an employee to work more than the standard hours, except in specific emergencies.

Paid Vacations

The employer, at the time of termination, shall pay to the employee:

(a) not less than 4 per cent of the wages paid during regular working hours since employment began or the employee last became entitled to a vacation with pay.

(b) where the employee has been employed by the employer for 5 or more years and has worked for at least 50 per cent of the regular working hours in each of 4 years in the preceding 10 years, an amount not less than 6 per cent of the wages paid to the employee during the regular working hours worked by him since he last became entitled to a vacation with pay.

Where an employee has worked during a 12-month period but does not qualify for vacation with pay (less than 95 per cent of regular working hours) he shall be paid in accordance with (a) or (b) above.

Every employer shall hold the vacation wages and allowances accruing due to an employee in trust and the employee has a lien and charge in the amount of the vacation wages and allowances on the assets of the employer.

Payment of Wages

Wages shall be held in trust by the employer and the employee has a lien and charge in the amount of wages on the assets of the employer.

Any money received by the division shall be held in trust for the employee and shall be paid to the employee complainant or the employer as the case requires.

Upon an appeal where the applicant is an employer, he shall when he files his appeal pay into the country court the amount ordered to be paid, and upon completion of the hearing the judge may order the disposition of these monies. An order paid under this Act by a division, board, judge or magistrate, for the payment of monies or wages, shall require payment of the wages:

(a) by the person who is primarily liable for the payment thereof; and

(b) where the person who is primarily liable is a corporation, and the corporation fails or is unable to pay the wages, by the directors of the corporation, and the liability of the directors for the payment is joint and several.

Northwest Territories

Unfair Dismissal

If under the Wages Recovery Ordinance the justice is satisfied that the cause of complaint has been established, he shall order the employer to pay the employee the wages due to him and may

release the employee from his engagement if the term of his employment has not expired.

If an unproper dismissal occurs, the justice may order payment of up to $1,000.

Any amount ordered to be paid shall not exceed the amount, if any, by which $6,000 exceeds the amount ordered to be paid exclusive of the costs of prosecution. Where a justice in examining a complaint for improper dismissal is satisfied that the employee was dismissed from the employment of the employer for good and sufficient cause and that wages are due to the employee, he may order the employer to pay the employee the wages due, not exceeding six months' wages or $6,000, whichever is the lesser, together with the costs of prosecution.

Where an order of a justice releases an employee from his engagement or orders the payment of at least $200 exclusive of costs, an appeal lies to a judge of the court.

An appeal shall operate as a stay of proceedings only in respect of the amount by which the award exceeds $1,000.

Nova Scotia

Civil Servants

The Commission shall, upon the request of a female employee and receipt of a certificate from the Administrator of Family and Child Welfare stating that the said employee has filed a notice of proposed adoption under the Adoption Act of a child five years of age or younger, grant the employee a leave of absence without pay for the week in which the adoptive child comes into full care of the employee and up to four additional weeks as the employee requests.

Québec

In Québec, Ordinance No. 15, 1977 (paid legal holiday) establishes the 24th day of June as a paid legal holiday. When it falls on a Saturday, the paid legal holiday shall be the preceding Friday, and when it falls on a Sunday, it is deferred to the Monday following.

The Ordinance governs employees to whom the minimum Wage Act applies and their employers in all types of labour, industry, business, service, trading or affairs of any kind whatsoever. It does not apply to the employer's spouse or children.

Any work carried out on the 24th day of June, or the day in lieu thereof, is paid at double time, provided that the employee is present on both the preceding and the following working day, or is absent with the employer's consent.

Saskatchewan

Saskatchewan proclaimed in force the Labour Standards Act, 1977, on October 29, 1977.

The hours of work provision is inapplicable to employees who perform entirely managerial tasks.

The Act does not apply to employees employed primarily in farming, ranching or market gardening, but the operation of egg hatcheries, greenhouses and nurseries, or bush clearing operations are not within the meaning of those terms.

The parts governing hours of work, annual vacations and public holidays do not apply to teachers as defined in section 2 of the School Act.

The definition of "day" relieves retail establishments which remain open one night per week from the obligation to pay overtime unless a special permit is obtained.

An employee is not required to work beyond 44 hours per week. Maternity leave of 18 weeks may commence at any time prior to the birth of a child.

Penalties for offences under the Act have been increased to $200 and in default of payment to imprisonment for up to 30 days, and in each subsequent offence to a maximum fine of $500 or a maximum imprisonment of 90 days.

Minimum Wages

Alberta

Alberta raised its minimum wage, effective March 1, 1977, to $3.00 per hour for employees over 18 years, $2.85 for employees under 18 years, and $2.50 for students under 18 years employed part-time. Allowable deductions are $1.00 for a single meal and $1.25 per day for lodging.

British Columbia

Administrative amendments were brought forth as follows:

Section 5(1) The Lieutenant-Governor in Council may make regulations establishing minimum wages and overtime rates of pay for employees or classes of employees in such manner and applicable to such employees or group or classes of employees, in such manner and applicable to them, and in such areas as the Lieutenant-Governor in Council considers advisable.

(2) The Board shall, at least once each year, review minimum wages and overtime rates of pay and report to the Lieutenant-Governor in Council its recommendations respecting revision of the mini-

mum wages and overtime rates of pay established under section (1).

6. The Board may, after holding such inquiries as it considers adequate, make orders establishing conditions of labour and employment, in such manner and applicable to such employees or group or class of employees, and in such areas as the Board considers advisable.

7. In the case of an employee classified by the Board as handicapped, as a part-time employee, or as an apprentice, the Board may notwithstanding a regulation under section 5, authorize in writing the payment of a wage or overtime rate of pay less than the minimum wage or overtime rate of pay established under section 5 and may limit and define the number of handicapped, part-time, or apprenticed employees to whom the lesser wage or overtime rate of pay fixed under this section is applicable.

Manitoba

In Manitoba, effective May 1, 1977, the wages for employees engaged in the Heavy Construction Industry will vary between $3.15 per hour for flaggers and watchers and $6.30 per hour for crane operators.

In addition, effective May 1, 1977, the wages for employees in the Construction Industry Outside Greater Winnipeg and not on Major Building Projects will vary between $3.25 per hour for students and $9.60 per hour for plumbers and steamfitters. Hours of work vary between 40 and 44 hours.

Newfoundland

A new Schedule of Wages and Hours and Days of Labour formulated pursuant to the Industrial Standards Act for the Painting and Decorating Industry established wages varying between $6.57 for glaziers and $7.17 for designated charge hands.

A new Schedule of Wages and Hours and Days of Labour formulated pursuant to the Industrial Standards Act for the Carpentry Industry set wages at $8 per hour for carpenters and sawfilers, with premiums of 25 units per hour for lead hands and 45 units per hour for foremen.

Ontario

In Ontario, the schedule in the Men's and Boys' Clothing Industry was amended effective April 12, 1977, and will vary between $2.65 per hour and $4.02 per hour depending upon classification and locality. In order to quality for year-end holiday pay, an employee shall work or be available for work on the two regular working days next preceding Christmas Day and on the two regular working days next following New Year's Day.

Prince Edward Island

Prince Edward Island amended the minimum wages to provide $2.70 per hour for employees 18 years and over and $2.35 per hour for employees under 18 years. Allowable deductions are as follows:

Board and Lodging	$20.00 per week
Board only	$14.00 per week
Lodging only	$ 6.00 per week
Single meals	$ 1.00 per meal.

Québec

Under the Construction Industry Labour Relations Act, wages will vary from $9.69 per hour on December 6, 1976, $10.97 on May 1, 1977 and $12.17 on May 1, 1978, for an elevator mechanic to $6.16, $6.45 and $6.79 on respective dates for a storeman.

Ordinance No. 4 has been twice amended to provide wages of $3.15 per hour on July 1, 1977, and $3.27 on January, 1978, for adult workers and $2.95 and $3.07 for employees under 18 on the same dates.

Ordinance No. 9 was amended as follows:

(a) wood cutters paid on a piecework basis are entitled for each working day of a calendar month to an average rate of $33.10 per day;

(b) other helpers hired on a contract basis, cook, kitchen-helpers, fire rangers: $28.50 per day;

(c) watchmen: $26.50 per day;

(d) other employees: $3.15 per hour.

Ordinance No. 10 was amended July 1, 1977:

(a) employees less than 18 years of age: $2.95 per hour;

(b) cooks, kitchen helpers, watchmen: $26.95 per day;

(c) other employees: $3.15 per hour.

Ordinance No. 13 was amended effective July 1, 1977, with salaries varying from $3.15 for watchmen to $4.92 for carpenters. Ordinance No. 14 was amended effective July 1, 1977, to provide in Region I wages varying from $2.95 for employees under 18 years to $3.72 for butchers, and in Region II, $2.95 for employees under 18 years to $3.33 for butchers.

Saskatchewan

A two-step amendment raises the minimum wage to $3.15 on January 31, 1978, and to $3.25 on June 30, 1978. lg

comment

Learning from the Yugoslav experience in self-management

After several transformations, the Yugoslav system of self-management is now based on relatively small economic units functioning within the enterprise. These units are expected to practise collective decision-making on a wide range of matters. Within them function the basic cells of the ruling party, trade unionism, youth organization and the women's league. All these organizations participate in the mechanism of workers' control which is expected to be a powerful weapon against any abuse of the self-management principle for the particular interests of local groups of individuals.

Yugoslav experts admit that the implementation of self-governing socialism is full of contradictions in their country. The state bureaucracy seeks its own vested interests and limits the scope of self-management. In addition, there are contradictions between self-management and the authority and discipline required by the central plan, between self-management and the local bureaucratic elites, and between self-management and market relations.

The present-day Yugoslav model shows several tensions that are unavoidable in attempts to reconcile such divergent factors as a powerful state, one-party rule, central planning, free market economy and self-management at the local level. There is still an asymmetrical distribution of power at various levels which undermines the effectiveness of self-management.

The western collective bargaining system is superior to the Yugoslav self-management system in dealing effectively with industrial conflicts. The bargaining partners do not tend to eliminate or subdue one another. The true interests of workers are better represented. Participation, even if more limited, is at least effective.

Participatory democracy may and should be gradually introduced into North American enterprises without necessarily referring to state socialism. In eastern Europe, participatory democracy has been treated mainly as a suitable way to avoid the pitfalls of excessive bureaucratization. For example, in Poland, workers' councils were introduced in 1956 in order to improve the management of state enterprises run by incompetent and narrow-minded servants of the ruling party. The brokerage function played by works councils is appropriate for state socialism in eastern Europe but is not directly applicable to North America where unions are independent and have well established communication channels with management and the state.

The problems faced in Yugoslavia are only partly related to one-party rule and the social ownership of the means of production. There are several vital questions related to the general issue of the relationship between participatory democracy and management or between self-management units and the free market economy. In both these aspects, there is plenty to learn from the Yugoslav experience. On the other hand, it is necessary to experiment in North America primarily with new organizational forms of work that fit local traditions and conditions.

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CCA's position on 'right-to-work' laws

An article entitled "The case against 'right-to-work' laws" by Ed Finn was published in *The Labour Gazette,* October 1977. The French language edition published the same article in May 1978. It came to my attention when it appeared in Ottawa's French language daily newspaper, *Le Droit,* May 11, 1978.

In attempting to make his case against "right-to-work" laws, the author states:

The Canadian Construction Association is pushing for right-to-work laws to apply to the building of the proposed northern oil and gas pipeline. The CCA's excuse is that

it wants to hire native Northwest Territory workers instead of the unionized construction workers in the South.

This statement is false, without foundation and I can only assume is a figment of the author's imagination. No such representations or "excuses" in support of them have been made by the Canadian Construction Association.

I wish to set the record straight because I believe your readers have a right to know the position of CCA on this issue.

CCA membership is made up of employers whose employees are unionized and employers whose employees choose not to belong to a trade union. The CCA represents and services both groups without making any distinction between the two. It does not advance the interest of either group at the expense of the other. The Association's policy is clear and unequivocal on this issue.

The CCA believes that a competitive free enterprise system promotes efficiency and productivity and ensures productive investments and expenditures. It advocates a legislative framework which recognizes and protects the right of unionized and union-free construction operations to co-exist within the industry.

Repeatedly, I have publicly drawn the attention of "organized" contractors and trade union leaders to the predictable market reaction of a failure to ensure that their collective bargaining remains responsive to the economic environment in which they operate.

The record of the "open shop" movement which now accounts for over 60 per cent of all construction in the United States is a dramatic example of how the market system does react to the irresponsible exercise of market power. Contrary to what the article would have your readers believe, the "open shop" sweep is not confined to the 'right-to-work' states, it extends to all states and all types of construction work including heavy engineering and industrial construction, which a short five years ago, were considered trade union bastions.

The "open shop" inroads in British Columbia, Alberta, and other parts of Canada which are finally beginning to concern a number of trade union leaders are not being made under the umbrella of right-to-work laws. Buyers of construction are taking a hard look at what their investment dollar will buy for them under available options.

If right-to-work laws come to pass in Canadian jurisdiction, and this may well happen, it will not be, as the author claims, because of the "lobbying efforts" of the CCA. Rather, the enactment of such laws will reflect public reaction to the abusive exercise of monopoly powers some unions have acquired in the labour markets they claim to serve.

Henry de Puyjalon
President
Canadian Construction Association

Books

Industrial Democracy in Western Europe:
a North American perspective

by **John Crispo;** indexed; McGraw-Hill Ryerson, Toronto 1978; 181 pages.

Readers of *The Labour Gazette's* continuing series of articles about industrial democracy will find Professor Crispo's study of the latest developments in Western Europe exceptionally interesting. While he covers much of the ground already discussed by the *Gazette's* contributors, he does so in such a clear and comprehensive fashion that much new light — and insight — is provided.

Crispo's book, in my view, is by far the best yet written on this subject for Canadian readers. He spent a year travelling around Europe, talking to union, business and government officials, and delving into the many varieties of industrial democracy now flourishing on that continent. He writes from first-hand observation rather than from the second-hand research of others. Most importantly, he has looked at European trends from a North American perspective — as the subtitle of his book indicates.

The diversity of industrial democracy in Europe — ranging from the virtual state corporatism in Austria to the first tentative steps toward joint decision-making in Britain — is bewildering in its complexity. Some countries, such as West Germany, have developed co-determination. Others have embraced some form of tripartism. In others, emphasis is on works councils and shop-floor democracy. Then there is the growing practice of putting workers on company boards, and the many experiments in job enrichment that have transformed European industry in the past few decades.

Crispo not only guides us deftly through this labyrinth of change, but explores the different cultural, social and economic forces that have combined in each country to shape its distinctive approach to workplace democracy.

The differences between the various European nations, however, are in the means rather than the end. They all have basically the same objective, which is to replace managerial authoritarianism with some form of consultation and "management by consent."

It hasn't been — and still isn't — an easy adjustment, either for unions or companies. The problems they have to overcome are staggering. How do union leaders engage in summit-level sessions with top managers without betraying — or seeming to betray — the interests of their members? How do managers learn to run a business by winning the co-operation of employees instead of barking orders at them?

Business and labour leaders in Europe are still grappling with these and many other difficulties, and Crispo doesn't try to minimize them. But he does emphasize that they are regarded as problems to be solved, not as insurmountable barriers. The contrast between Europe and North America is as much in attitude as in structure. Given a will to introduce democracy into plants and offices, any country can devise a model suited to its socio-economic system. What is missing in Canada and the United States — on the part of all the economic and political institutions — is the will rather than the way.

The message Crispo hammers home is that most countries in Europe have made the commitment to change. "The growth in the desire for union and worker participation...is ruling out autocratic, authoritarian or paternalistic administrative procedures." Such procedures, he says, "simply will not be accepted or tolerated much longer in most of Western Europe."

In addition, industrial democracy has facilitated the kind of tripartite consultative mechanisms that are essential to national economic planning. The interests of the various parties have been co-ordinated with those of the state to produce a more rational industrial strategy.

"The most fundamental challenge confronting the North American collective bargaining system," Crispo contends, "appears to be one it cannot possibly meet without some dramatic and drastic changes among both employers and unions. The idea of a free collective bargaining system functioning almost oblivious to national economic and social developments and priorities is becoming increasingly untenable. Yet neither employers nor unions in North America are really prepared for anything else. Instead they engage in a largely uncoordinated and unrestrained dog-eat-dog free-for-all over the spoils of different plants, companies and industries....

"A more enduring and intelligent way must obviously be found to bring some degree of compatibility between labour and management wage and price setting procedures and government fiscal, monetary and related policies. The two sets of mechanisms involved cannot continue on their often distinct and separate courses without setting the stage for more frequent and serious collisions between them."

Crispo is no ivory-tower theorist. He knows that European-style industrial democracy and tripartism cannot be transplanted intact to North America. In fact, he warns against any such simplistic notions. But he also warns unions, companies and governments in Canada and the U.S. not to ignore the European innovations.

"The socio-economic-political challenges confronting the U.S. and Canada," he says, "are serious enough to warrant the consideration of alternative approaches. Changes are inevitable, the only uncertainty being whether they come "by design or default."

Crispo is convinced that if our labour relations practitioners continue to rely on conflict instead of some co-operative arrangement, "they will set the stage for more and more unilateral government intervention.

"Somewhere in between North America's romantic old-fashioned view of free and unfettered collective bargaining and the ultimate threat of an undemocratic corporate state lies a reasonable and realistic accommodation (with) Western Europe's various forms of industrial democracy. The challenge for labour and management is to discern that

accommodation and work toward its implementation."

A tall order, given the powerful vested interests in the status quo that our collective bargaining system has acquired. But it may be that the lessons of European reform, together with the lessons of the recently terminated wage and price control legislation, will combine to prompt our business and union leaders to rethink their respective dogmas.

Crispo's book gives needed impetus to this rethinking process. It is not possible, in a brief review, to convey the rich texture of his writing, the depth and scope of his analysis. He has tackled an enormously complicated and controversial subject and distilled all its important aspects into 181 fact-and-idea-filled pages. And he has done it in plain English, uncluttered by academic verbosity or footnotes.

It's a book that deserves a wide readership, especially by our union officers, businessmen and politicians. Whether they agree with Crispo's opinions or not, his book will help them understand what is happening in Europe, and why North America cannot much longer isolate itself as the last bastion of managerial autocracy.

Ed Finn

Special Services of Rural Workers' Organizations

International Labour Office, Geneva, 1978; 90 pp.

With pitifully limited resources and against great odds, rural workers' organizations are proving that they can help change the face of their nations and perform feats that governments themselves have not been able to accomplish.

Patterned along trade-union lines, many existing rural workers' organizations are providing special services to their members, from education and hitherto non-existent health care to marketing and trading enterprises, and in the process are changing the backward social customs of rural communities.

Selected case studies of such organizations, functioning under widely differing conditions, are presented in detail in this manual, a companion to a general ILO study on the *Structure and Functions of Rural Workers' Organizations* (LG Aug. 1978, p.376). No attempt is made to show accomplishments only. Pitfalls too are delineated, and rural workers' organizations are cautioned that they should not attempt to compete with what others can do better or to regard special services as an end in themselves.

Special services are often a pressing necessity because government allocations are inadequate for providing even the most basic of community requirements. Moreover, the average wage of rural workers is below the national average and cannot be raised sufficiently through collective bargaining, with the result that special services must be provided as a means of raising real income. As for unions of self-employed peasants, which concentrate primarily on group pressure activities for agrarian reform, the desired reforms do not come overnight and special services become the most important tool for maintaining and expanding membership.

In one case, a strong union of plantation workers in a developing country formed a trading corporation owned by union members. This corporation established a textile mill, in conjunction with the provincial government and a large textile company, creating jobs for 2,000 unemployed. Proving its success, this union has now started a daily newspaper of its own and intends to launch at least two industrial enterprises in each province in the country. Another equally established union of peasants formed supply, processing, harvesting and marketing enterprises. Because it was recognized as the "voice" of the peasants, banks readily supplied most of the capital needs, but the processing company eventually had to fold because of the large capital expenditures required to remain competitive with similar commercial undertakings.

Even new and weak unions can accomplish a good deal once they approach special services realistically and win the support of rural masses. A one-year-old union of sharecroppers and day labourers, whose members are amongst the poorest rural workers in the world, is doing just that despite conditions of overblown bureaucracy and corruption. The union had to be subsidized in the early stages by an international workers' organization, but it was its own 20 village committees which undertook vital on-site feasibility studies. Successes in a very short period include the introduction of joint irrigation wells (against a background of traditional peasant attitudes adverse to joint ownership); training volunteer instructors for household dairy projects and obtaining necessary bank loans for purchasing cows; launching a revolving fund for domestic poultry keeping, with beneficiaries repaying the union in kind from eggs produced; woolen blankets; sewing

and fish production schemes in addition to other basic services like education and legal aid.

There are many other inspiring examples of accomplishments by small, budding unions. One managed to bring about improvements in the standard of educational services and to lower fees by 70 per cent by simply setting up a school of its own to compete with commercial schools. Another forced a sizable reduction in commodity prices by operating a co-operative store. The underlying logic is that even the most modest of services can make a tremendous impact in improving the lot of the rural poor and in solidly establishing viable trade-union-type organizations.

In one especially heart-rending case, the seasonal workers involved wanted but one thing from a union: decent burial and informing the next of kin.

The book provides practical insights based on experience, underlines that careful studies and hard volunteer work are essential, and shows how aid from international organizations can be obtained.

The two pioneering ILO manuals are primarily intended to provide guidance for trade union officials and workers' education administrators and instructors. They will be extremely useful also to university and adult educators; community development agents, and all individuals and agencies concerned with the role of workers' organizations in rural development.

Bill Megalli

Additions to the Library

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the author, title and publisher.

Affirmative Action

Cebulski, Bonnie G. *Affirmative action versus seniority — is conflict inevitable?* Berkeley, Institute of Industrial Relations, University of California, 1977. 52p. (California. University. California Public Employee Relations Program. Monograph)

Collective Bargaining — Disclosure of Information

Foley, Bernard J. *Accounting information disclosure and collective bargaining,* by B.J. Foley and K.T. Maunders. London, MacMillan, 1977. 210p.

Discipline

Adams, George W. *Concepts of industrial discipline and their results.* Toronto, Osgoode Hall Law School, York University, 1978. 63p.

Hours of Labour

Symposium on Arrangement of Working Time and Social Problems Connected with Shift Work in Industrialised Countries, Geneva, 1977. *Management of working time in industrialised countries;* main documents of an ILO symposium... Geneva, 3-11 May 1977. Geneva, International Labour Office, 1978. Titre en français: *L'organisation du temps de travail dans les pays industrialisés.*

Income

Curtin, Richard T. *Income equity among U.S. workers; the bases and consequences of deprivation.* New York, Praeger Publishers, 1977. 152p.

Blomquist, N.S. *The distribution of lifetime income; a case study of Sweden.* Vancouver, University of British Columbia, Department of Economics, 1977. 49p. (British Columbia. University. Department of Economics. Discussion paper no.77-34)

Quality of Working Life

Cummings, Thomas G. *Improving productivity and the quality of*

work life, by Thomas G. Cummings and Edmond S. Molloy. New York, Praeger Publishers, 1977. 305p.

Improving life at work: behavioral science approaches to organizational change. Edited by J. Richard Hackman and J. Lloyd Suttle. Santa Monica, Calif., Goodyear Publishing, 1977. 494p.

Redundancy

Armstrong, Michael. *An employer's action guide to redundancy procedures,* by Michael Armstrong and Dilys Robertson. London, Kogan Page, 1977. 23p.

Retirement

Conference Board. *Older workers and retirement,* by Shirley H. Rhine. New York, 1978. 55p.

Sheppard, Harold L. *The graying of working America; the coming crisis in retirement-age policy,* by Harold L. Sheppard and Sara E. Rix. New York, Free Press, 1977. 174p.

Technological Change

U.S. Bureau of Labor Statistics. *Technological change and its labor impact in five industries; apparel*/footwear/motor vehicles/railroads/retail trade. Washington, G.P.O., 1977. 56p.

Wage and Salary Administration

Mulcahy, Charles C. *Problems and solutions resulting from inability to pay in the public sector,* by Charles C. Mulcahy and Marion Cartwright Smith. Washington, International Personnel Management Association, 1978. 53p.

Marr, William L. *Income changes through migration within Canada,* by W.L. Marr and F.W. Milleard. Waterloo, Ont., Department of Economics, Wilfrid Laurier University, 1978. 26p. (Wilfrid Laurier University. Department of Economics. Research report no.7831)

Industrial Democracy

Smith, Cyril. *Industrial participation.* London, McGraw-Hill, 1977. 174p.

Industrial Relations — Transit Workers

Jennings, Kenneth M. *Labor relations in a public service industry; unions, management, and the public interest in mass transit,* by Kenneth M. Jennings, Jay A. Smith and Earle C. Traynham. New York, Praeger Publishers, 1978. 323p.

Job Sharing

New Ways to Work. *Job sharing;* final report of a CETA funded pilot project. Palo Alto, Calif., 1977. 54p.

Labour-Management Cooperation

Breakthroughs in union-management cooperation. Edited by Joseph A. Loftus and Beatrice Walfish. Scarsdale, N.Y., Work in America Institute, 1977. 49p.

Maternity Leave

Robertson, Dilys. *An employer's action guide to maternity rights,* by Dilys Robertson and Michael Armstrong, London, Kogan Page, 1977. 27p.

Profit-Sharing

Stern, Robert N. *Employee stock ownership plans (ESOPs): benefits for whom?* by Robert N. Stern and Philip Comstock, with the assistance of Jozetta H. Srb. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1978. 58p.

Wage Inflation

Lal, Deepak. *Unemployment and wage inflation in industrial economies.* Paris, O.E.C.D., 1977. 79p. Titre en français: *Le chômage et l'inflation salariale dans les économies industrielles.*

Wages and Hours — Union Influence

Hibbs, Douglas A. *Trade union power, labor militancy and wage inflation: a comparative analysis. Cambridge, Mass., Center for International Studies, M.I.T., 1977. 78p.*

Women — Employment

Conference Board. *Improving job opportunities for women; a chartbook focusing on the progress in business,* by Ruth Gilbert Shaeffer and Helen Axel. New York, 1978. 87p.

Université du Québec, Montréal. Laboratoire sur la répartition et la sécurité du revenu. *La condition économique des femmes au Québec.* Québec, Éditeur officiel du Québec, 1978. 2v.

labour statistics

LABOUR MARKET

	Seasonally Adjusted						Unadjusted		
	May 1978	June 1978	July 1978	% change[2] May	June	July	July 1977	July 1978	% Change[1]
TOTAL			(numbers in thousands)						
Labour Force	10,972	11,014	11,059	0.4	0.4	0.4	11,100	11,570	4.2
Employment	10,023	10,070	10,132	0.3	0.5	0.6	10,222	10,644	4.1
Unemployment	949	944	927	1.5	- 0.5	- 1.8	878	927	5.6
Unemployment Rate (%)	8.6	8.6	8.4	—	—	—	7.9	8.0	—
Participation Rate (%)	62.5	62.6	62.8	—	—	—	64.3	65.7	—
Both Sexes: 15-24	64.1	64.2	64.7	—	—	—	74.4	76.0	—
Men:	77.9	78.1	78.1	—	—	—	81.5	82.2	—
— 25 and over	80.9	81.3	81.1	—	—	—	81.3	81.6	—
Women:	47.5	47.7	47.9	—	—	—	47.6	49.7	—
— 25 and over	43.9	43.9	44.1	—	—	—	41.2	43.5	—
EMPLOYMENT	10,023	10,070	10,132	0.3	0.4	0.4	10,222	10,644	4.1
Both Sexes: 15-24	2,489	2,504	2,542	0.7	0.6	1.5	2,873	2,997	4.3
Men:	6,196	6,225	6,253	0.4	0.5	0.4	6,441	6,622	2.8
— 25 and over	4,841	4,865	4,870	0.1	0.5	0.1	4,839	4,956	2.4
Women:	3,827	3,845	3,878	0.1	0.5	0.8	3,871	4,022	6.4
— 25 and over	2,693	2,701	2,720	0.1	0.3	0.7	2,510	2,691	7.2
Paid Workers	9,015	9,035	9,079	0.3	0.2	0.5	9,206	9,521	3.4
— Non-Agriculture	8,892	8,905	8,945	0.3	0.1	0.4	9,018	9,349	3.7
In Industries									
Agriculture	469	476	481	3.5	1.5	1.1	531	547	3.0
Manufacturing	1,999	1,998	1,983	1.5	- 0.1	- 0.8	1,937	2,063	6.5
Construction	625	639	643	0.5	2.2	0.6	731	740	12.3
Trade	1,778	1,781	1,771	0.3	0.2	- 0.6	1,739	1,809	4.0
Services	2,802	2,819	2,869	- 1.0	0.6	1.8	2,779	2,930	5.4
By Regions									
Atlantic	756	764	772	- 0.1	1.1	1.0	811	841	3.7
Quebec	2,547	2,548	2,564	0.4	0.0	0.6	2,627	2,710	3.2
Ontario	3,861	3,885	3,930	0.0	0.6	1.2	3,909	4,088	4.6
Prairies	1,758	1,757	1,766	1.0	- 0.1	0.5	1,758	1,842	4.8
British Columbia	1,106	1,117	1,113	- 0.2	1.0	- 0.4	1,117	1,163	4.1
UNEMPLOYMENT RATE (%)	8.6	8.6	8.4	—	—	—	7.9	8.0	—
Both Sexes: 15-24	15.1	14.7	14.2	—	—	—	14.7	14.0	—
Men:	7.9	7.8	7.6	—	—	—	6.9	7.0	—
— 25 and over	5.4	5.4	5.3	—	—	—	4.0	4.3	—
Women:	9.9	9.8	9.7	—	—	—	9.5	9.7	—
— 25 and over	8.0	7.9	7.9	—	—	—	6.7	7.5	—
By Regions									
Atlantic	13.0	12.4	12.8	—	—	—	11.6	11.8	—
Quebec	11.5	11.4	10.5	—	—	—	10.1	10.1	—
Ontario	7.5	7.4	7.3	—	—	—	6.8	7.2	—
Prairies	5.2	5.2	5.1	—	—	—	4.8	5.0	—
British Columbia	8.0	7.8	7.7	—	—	—	8.5	7.6	—
EMPLOYMENT RATIO	57.1	57.2	57.5	—	—	—	59.2	60.4	—
Both sexes: 15-24	54.4	54.7	55.5	—	—	—	63.5	65.4	—
Men:	71.8	72.0	72.2	—	—	—	75.9	76.5	—
— 25 and over	76.6	76.8	76.8	—	—	—	78.0	78.1	—
Women:	42.8	43.0	43.3	—	—	—	43.1	44.9	—
— 25 and over	40.4	40.4	40.6	—	—	—	38.4	40.2	—

CONSUMER PRICE INDEX

	Unadjusted						Seasonally Adjusted		
	1978			% Change From Previous Year			Current Annual Rate of Change		
	May	June	July	May	June	July	May	June	July
All Items (1971 = 100)	173.6	175.1	177.7	9.0	9.2	9.8	11.3	8.9	12.7
Food "	207.1	211.2	219.7	16.9	17.9	20.1	28.0	26.0	29.5
Total Ex-Food "	162.2	162.8	163.5	6.2	5.9	6.0	5.4	2.5	6.1

EARNINGS AND INCOME

	Unadjusted			Seasonally Adjusted				
	May 1977	May 1978[p]	% change[1]	Mar. 1978[p]	Apr. 1978[p]	May 1978[p]	% change[2] Apr.	May
AVERAGE WEEKLY EARNINGS ($)								
Industrial Composite	248.02	264.02	6.5	261.38	262.13	263.76	0.3	0.6
Real ($ 1971)	154.72	150.78	- 2.5	152.37	151.02	150.94	- 0.9	- 0.1
By Regions:								
Atlantic	219.57	227.34	3.5	224.72	225.07	228.60	0.2	1.6
Quebec	243.16	261.79	7.7	257.57	258.29	260.59	0.3	0.9
Ontario	248.07	263.44	6.2	261.45	261.75	263.07	0.0	0.5
Prairies	243.36	258.42	6.2	257.53	258.00	259.72	0.2	0.7
British Columbia	282.21	300.06	6.3	296.52	298.23	299.52	0.6	0.4
Manufacturing:								
Average Weekly Earnings ($)	262.81	283.12	7.7	279.41	281.22	283.04	0.6	0.6
Average Hourly Earnings ($)	6.36	6.82	7.2	6.72	6.72	6.78	0.0	0.9
Average Weekly Hours	38.3	38.5	0.5	38.4	38.7	38.7	0.8	0.0

JOB VACANCIES

	Unadjusted					Seasonally Adjusted			
	1977			1978		1977			1978
	II	III	IV	I	II	II	III	IV	I
	(Numbers in thousands)								
All categories	49.7	52.7	35.6	37.9	46.2	47.8	42.9	40.5	44.7
Full-time	43.2	45.5	30.9	34.3	40.3	41.5	37.4	35.3	39.7
Longer-term	13.2	15.7	12.1	12.1	13.7	14.4	12.5	13.2	13.4

[1] Per cent change from previous year.

[2] Per cent change from previous month.

[p] Preliminary.

Source: Statistics Canada, *The Labour Force*, Cat. No. 71-001. Statistics Canada, *Employment, Earnings and Hours*. Cat. No. 72-002. Statistics Canada, *Quarterly, Report on Job Vacancies*, Cat. No. 71-002, Statistics Canada, *The Consumer Price Index*, 62-001. Labour Canada, *Wage Developments*, Labour Data Branch.

MAJOR COLLECTIVE BARGAINING SETTLEMENTS

	Annual			Quarterly						
				1977				1978		Last Four Quarters
	1975	1976	1977	I	II	III	IV	I	II	
	(annual compound rates of change)									
Manufacturing	13.9	8.8	6.9	7.1	6.4	7.2	7.3	6.5	6.4	6.9
Non-Manufacturing	17.8	10.5	8.0	8.6	8.4	7.5	7.1	6.6	6.4	6.8
Commercial	14.9	9.6	7.7	8.0	7.6	7.5	8.1	7.0	6.3	7.0
Non-Commercial	19.1	10.6	7.8	8.6	8.3	7.4	6.4	6.2	6.5	6.6
All Industries	17.0	10.2	7.8	8.4	8.0	7.4	7.1	6.6	6.4	6.8

STRIKES AND LOCKOUTS

	1976		1977				1978		
	III	IV	I	II	III	IV	I	Apr.	May
	(Quarterly averages)								
Strikes and Lockouts:									
— Beginning during month	73	56	56	74	69	48	59	69	101
— Existing during month	203	143	118	152	155	111	127	157	179
Workers Involved	112,173	342,621	24,039	36,790	34,813	25,876	30,563	42,255	41,316
Man-days Lost — Total	1,466,900	927,813	200,670	312,263	332,267	257,427	350,563	475,580	507,510
— Manufacturing	501,157	278,540	110,100	207,630	189,653	154,340	119,170	147,560	175,970
Man-days Lost as a % of Estimated Working Time	0.79	0.50	0.11	0.17	0.18	0.14	0.20	0.28	0.26
— Manufacturing	1.18	0.67	0.28	0.52	0.46	0.34	0.31	0.39	0.41

MINIMUM WAGE RATES — PER HOUR

Jurisdiction	Effective Date	Experienced Adults	Youths and Students
Federal	April 1, 1976	$2.90	under 17: $2.65
Alberta	March 1, 1977	$3.00	under 18: $2.85 Part-time students under 18: $2.50
British Columbia	June 1, 1976	$3.00	17 and under $2.60
Manitoba	September 1, 1976	$2.95	under 18: $2.70
New Brunswick	November 1, 1976	$2.80	no special rates
Newfoundland	January 1, 1976	$2.50	no special rates
Nova Scotia	January 1, 1977	$2.75	14 to 18: $2.50
Ontario	August 1, 1978 January 1, 1979	$2.85 $3.00	Students under 18 employed less than 28 hours in a week or during a school holiday: $2.15
Prince Edward Island	July 1, 1978	$2.75	under 18: $2.40
Quebec	January 1, 1978 October 1, 1978 April 1, 1979	$3.27 $3.37 $3.47	under 18: $3.07
Saskatchewan	June 30, 1978	$3.25	no special rates
Northwest Territories	June 7, 1976	$3.00	under 17: $2.55
Yukon Territory	April 1, 1976	$3.00	no special rates

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis o reports from the Canada Manpower Division, Department of Manpower and Immigration. The tables cover strikes and lockouts that amount to 10 o more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

TIME PERSPECTIVE ON WORK STOPPAGES, MAY 1978

Period	Number beginning during month	Work stoppages in existence during month or year			Per cent o estimated working time
		Number	Workers involved	Duration in man-days	
Year					
1973	677	724	348,470	5,776,080	0.30
1974	1,173	1,218	580,912	9,221,890	0.46
1975	1,103	1,171	506,443	10,908,810	0.53
1976	921	1,039	1,570,940	11,609,890	0.55
1977	739	803	217,557	3,307,880	0.15
1977					
May	73	152	34,893	299,940	0.16
June	71	156	37,241	307,500	0.16
July	55	138	38,802	405,760	0.22
August	76	153	34,522	345,970	0.17
September	75	174	31,114	245,070	0.13
October	56	120	19,716	178,300	0.10
November	55	113	32,154	240,850	0.13
December	32	101	25,758	353,130	0.20
1978(*)					
January	48	96	24,395	365,720	0.21
February	64	138	29,705	278,200	0.16
March	66	148	37,590	406,510	0.22
April	69	157	42,255	475,580	0.28
May	101	179	41,316	507,510	0.26
January-May 1977		576		1,231,300	0.14
January-May 1978(*)		640		2,033,520	0.22

(*) Preliminary

WORK STOPPAGES BY INDUSTRY, MAY 1978 (Preliminary)

Industry	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to May)
		Number	Workers involved	Duration in man-days	
Agriculture	0	0	0	0	0
Forestry	1	1	175	700	10,200
Fishing	0	0	0	0	0
Mines	1	8	8,701	181,460	476,130
Manufacturing	45	81	15,680	175,970	681,040
Construction	16	17	6,211	50,350	71,010
Transp. & Utilities	14	25	4,627	36,620	459,360
Trade	6	12	745	8,120	54,820
Finance	1	2	76	700	1,570
Service	11	24	3,932	45,630	162,690
Public Admin.	6	9	1,169	7,960	116,700
Various industries	0	0	0	0	0
TOTAL	101	179	41,316	507,510	2,033,520

WORK STOPPAGES BY JURISDICTION, MAY, 1978 (Preliminary)

Jurisdiction	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to May)
		Number	Workers involved	Duration in man-days	
Nfld	2	5	3,325	62,500	175,320
P.E.I.	0	0	0	0	0
N.S.	2	3	706	3,710	23,180
N.B.	10	11	2,836	3,660	12,880
Quebec	25	62	13,944	215,410	782,190
Ontario	25	40	8,839	114,830	365,320
Manitoba	6	6	1,696	33,230	34,070
Saskatchewan	13	16	3,819	18,570	30,180
Alberta	0	2	103	2,280	100,910
B.C.	8	16	3,542	25,350	105,310
Yukon & N.W.T.	1	1	14	130	130
Total, provinces	92	162	38,824	479,670	1,629,490
Federal Public Service(1)	4	4	352	420	780
Federal Industries(2)	5	13	2,140	27,420	403,250
Federal total	9	17	2,492	27,840	404,030
TOTAL	101	179	41,316	507,510	2,033,520

(1) Covered under the Public Service Staff Relations Act.
(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers relate only to workers directly involved in the dispute.